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CORLEARS HOOK

# CORLEARS HOOK

**SLUM CLEARANCE PLAN  
UNDER TITLE I OF THE  
HOUSING ACT OF 1949**



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74  
NY 3-27

REDEVELOPMENT PLAN .....	6
EFFECT OF REDEVELOPMENT PLAN ON AREA.....	21
DEMONSTRATION OF SLUM CONDITIONS .....	37
APPENDICES .....	51

JANUARY 1951





# REPORT TO MAYOR IMPELLITTERI AND THE BOARD OF ESTIMATE

## BY THE COMMITTEE ON SLUM CLEARANCE PLANS . . . . .

This Committee was appointed on December 17, 1948 to study and expedite specific slum clearance projects by private capital under anticipated Federal law, later known as Title I of the National Housing Act of 1949. Our Committee made a preliminary report on July 14, 1949 and was instructed to continue its studies and prepare a definite program for public discussion.

On January 23, 1950 a further interim report was made, outlining the problem and recommending eight specific projects for further investigation. Two resolutions were adopted by the Board of Estimate on January 26, 1950 Calendar No. 170, one requesting the reservation of \$16,000,000 in Federal funds — being the City's share of \$200 Million available nation-wide for 1950-51 — and the other directing the Committee to continue with its work. Subsequently the Federal Housing and Home Finance Agency reserved earmarked funds for this purpose and the City of New York set aside its share, \$8,000,000 in capital funds, to meet the proposed Federal grants.

This field is new, untried and experimental. The initial procedure therefore is necessarily slow and cumbersome. Neither Federal nor municipal funds are available in sufficient volume to do more than blaze the way for a larger future program. The size of New York's problem can be measured by the acres of recognized slums which cannot be eradicated by ordinary private, speculative building. This slum acreage is over 9,000. The present clearance program through public and quasi-public housing completed, under way and scheduled will be approximately 1,328 acres by 1955 — 15% of

the total. Obviously, private capital under a new Federal law must be brought into the picture on a large scale if we hope to escape a tremendously enlarged public housing program with all the implications which go with it.

Following is a review of the law and procedure and of progress made since the last report:

Title I of the National Housing Act of 1949 provides that any loss incurred by a City or local agency in acquiring and clearing slum sites and making them available for private redevelopment will be shared two-thirds by the Federal Government and one-third by the local government. To enable the City to proceed with this program, this Committee advanced, and the State Legislature, at the request of the City Administration, adopted Chapter 784 of the Laws of 1949. Local Law No. 104 of 1949, amending Section C41-1.0 of the Administrative Code, authorized the Mayor to execute Federal slum clearance contracts. To remove completely any further doubts of our authority to take advantage of the Federal law, at the request of the Federal Housing and Home Finance Agency the City Administration requested, and the State Legislature adopted, Chapter 799 of the Laws of 1950, which amended Section 72k of the General Municipal Law.

In the meantime, with the approval and by direction of the Board of Estimate, this Committee applied for Final Advance Planning funds for eight projects listed in our Second Report. The Housing and Home Finance Agency approved these funds in the amount of \$174,500 on June 30, 1950. Sufficient work had already been accomplished so that it was possible to by-pass an application for Pre-

liminary advance funds and go directly into the final investigation of these eight projects.

Subsequently, contracts were let to architects, engineers, real estate firms and relocation experts, and plans have proceeded. Briefly, the procedure under the Federal, State and local legislation is to present the data analyzing these slum areas to establish eligibility under the National Housing Act of 1947 for clearance and redevelopment by new private and public facilities mainly devoted to housing, but including also, if and where desirable, business and manufacture. A comprehensive plan for the redevelopment of each area must be prepared and approved by the City Planning Commission and Board of Estimate on behalf of the City, and by the Administrator of the Housing and Home Finance Agency of the Federal Government. This redevelopment will then be subject to an agreement between the City and Federal Government under which the Federal Government will absorb two-thirds of any loss incurred in acquiring and making a site available, and the City one-third.

Provisions of the Federal Law permit guaranteed loans for acquisition and site clearance, and construction of various site improvements such as utilities and public facilities, as well as the Planning Advances already provided. To induce private investors to redevelop these sites, losses will be incurred in offering the property for sale or lease. Normally it is anticipated that these losses would represent the value of the existing old buildings, cost of demolition and the expense of relocating tenants.

Tenant Relocation, the cost of which will be borne by the developers, will be under the control of the Board of Estimate through this Committee and the Bureau of Real Estate. Tenant Relocation Offices will be established on each site and site tenants will be interviewed as to their needs and preferences. Experienced and reliable real estate firms, such as the firm which made the Tenant Relocation studies on these projects, are available and will be employed by the Director of the Bureau of Real Estate. Low-income site tenants will have first priority in the 55,000 dwelling units of Federal Public Housing provided for New York City in the National Housing Act of 1949, and will be eligible also for other New York City Housing Authority Projects. Moderate-income site tenants will have priority in the 11,000 dwelling units constructed on the 7 sites included in the Slum Clearance Program. Further, they will receive special consideration for admission to tax-exempt developments throughout the City. Financial assistance will be given to tenants where necessary.

This Committee now submits for public consideration seven projects. An eighth project, in the Morningside section of Manhattan, will be the subject of a separate report at a later date.

Prices used in the estimates of the architects are current as of late Fall, and rental rates for the various projects are based upon them. In the light of

possible national emergency conditions, construction costs may need to be revised before completion of these projects. All projects could support somewhat higher rentals if necessary. It has been the aim of this Committee to keep rentals down.

Our Committee does not recommend that the Board of Estimate take action on any specific project until there is a bona fide offer from responsible private developers to purchase and redevelop the site in accordance with a plan acceptable to the City and Federal governments. Upon receipt of such offers, the Committee will make recommendations to the Board of Estimate. The matter must then go to the City Planning Commission for report upon the redevelopment plan. After this report, the Board may accept, reject or modify offers. Redevelopment plans and an application for capital grants from the Federal Government are then presented to the Housing and Home Finance Agency. Upon approval, the City may proceed with acquisition of property, presumably by condemnation, and sale to the developer, provided no higher offer is received at the public auction required by Law.

Following is an outline of the seven projects submitted at this time:

**1 WASHINGTON SQUARE SOUTH**

An area of approximately 40 acres south of Washington Sq. in the Borough of Manhattan, generally bounded by West Houston St., Avenue of the Americas, West Third St., and Mercer Street.

**2 SOUTH VILLAGE**

An area of approximately 14½ acres in the Borough of Manhattan, generally bounded by Avenue of the Americas, West Houston St., West Broadway, and Spring Street.

**3 DELANCEY STREET**

An area of approximately 11 acres in the Borough of Manhattan, generally bounded by East Houston St., Allen St., Delancey St., and Forsyth St.

**4 CORLEARS HOOK**

An area of approximately 12 acres in the Borough of Manhattan, generally bounded by Delancey St., Franklin D. Roosevelt Drive, Cherry St., Jackson St., Grand St. and Lewis St.

**5 HARLEM AREA**

An area of approximately 12 acres in the Borough of Manhattan, generally bounded by Fifth Ave., West 132nd St., Lenox Ave., and West 135th St.

**6 NORTH HARLEM**

An area of approximately 12 acres in the Borough of Manhattan, generally bounded by Lenox Ave., West 142nd St., Fifth Ave., and West 139th St.

**7 WILLIAMSBURG SECTION**

An area of approximately 45 acres in the Borough of Brooklyn, generally bounded by Wilson Ave., Division Ave., Marcy Ave., Hewes St. and Wythe Ave.



This report outlines the Corlears Hook Project. Studies indicate that basic requirement of 100 families per acre is necessary to produce an economically feasible project. Congestion is avoided by requiring that buildings cover not over 20% of the land. Local Retail and Business Uses to meet the needs of the Area are included.

This is the last small remaining area on the Lower East Side of Manhattan along the East River requiring redevelopment. Vladeck Houses is on the south border, Hillman Houses, the Clothing Worker's Cooperative, on the west, and north of the Williamsburg Bridge, Baruch Houses, a federally-aided New York City Housing Authority Project, is planned. Redevelopment of this area is necessary and private ownership is the most desirable method.

It is planned here to construct about 1400 dwelling units in modern, fireproof 20-story buildings covering 15% of the land. 718 substandard fire trap tenements will be demolished. A considerable part of the land is vacant and there are several 1-story garages and similar structures. The present population is concentrated in tenements on a small portion of the area. Although there are a few relatively modern commercial and business buildings, in the main the buildings are old and dilapidated — including a burned out paper factory which can be seen from the East River Drive.

A market analysis by the Committee's Real Estate Consultants indicates that \$30 per room per month rental in this area is feasible. Such rent barely carries apartment construction costs on a full tax-paying basis in today's construction market. The land value which these apartments would support at this rental is \$3 per sq. ft. The Real Estate Consultants advise that such a land value would be proper if the purchaser demolishes buildings and relocates tenants other than those eligible for public housing.

An offer has been received from a cooperative

housing group known as the East River Housing Corporation organized under the Redevelopment Companies Law of the State of New York. This group, which proposes to construct a 1600 family cooperative project, is an outgrowth of the cooperative which constructed East River Houses, Hillman Houses and the Bronx Cooperative Amalgamated Houses. They are experienced and unquestionably qualified to carry out the slum project. On the basis of tax exemption they estimate that the average monthly carrying cost per room would be \$16 to \$17. The total cost of the project would be in excess of \$16,500,000. In order to carry out this project as a low-rent project for wage earners and other persons of low income, the group has estimated they would be unable to pay more than \$2 per sq. ft. for the land and assume the demolition and relocation of tenants. We do not like their proposed apartment layout as well as that in our own plan. However, the plan is unusually open and in view of the lower rental, we recommend that the Board of Estimate refer this project to the Planning Commission for approval of the redevelopment plan, and that the Board itself give consideration to the overall approval of this project with the understanding that the sponsor will present a bid based on the general terms of their offer, as received by us, when the land is offered for sale at the legally required auction.

We also have an understanding that this group will grant priority to tenants in other Title I projects who normally come within this rental range, and we have asked similar priorities in the case of the other Title I projects we propose. There will be no discrimination in the selection of tenants because of race, creed or color in this or any other project. The cooperative plan is described and shown in the appendix.



Chairman

Robert Moses

Construction Co-ordinator and Planning Commissioner

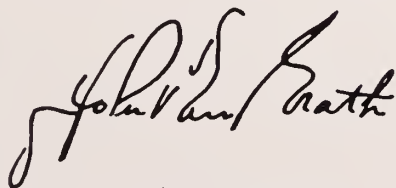


Lazarus Joseph  
Comptroller

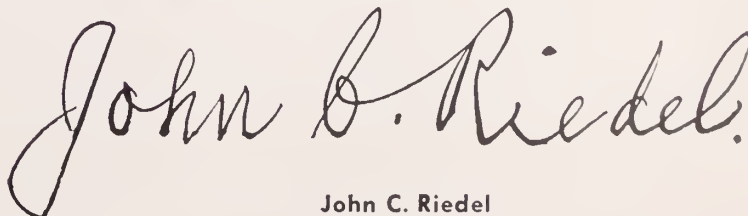


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# REDEVELOPMENT PLAN

A moderate rental housing development, a neighborhood shopping center, and a school playground are considered the best solution for revised uses of the land in the project area. In addition, a small percentage of land is earmarked for city street widening. Briefly, the totals are:

Project Area (including present streets)—14.66 acres

Net Project Area (excluding streets)—13.41 acres

As shown on the following map, the project area is a portion of Area Number M-13 of the "Master Plan for Clearance, Redevelopment and Low Rent Housing." It is entirely surrounded by completed, partially completed or recently approved housing projects. To the southwest, it is bounded by Vladeck Houses; to the west by Hillman Houses; to the north by Baruch Houses, an approved Housing Authority low rent project now in the design stage. Madison Houses, also a Housing Authority project, will be beyond Vladeck Houses.

The site plan is logically developed into three major parcels. This is the result of (a) the proposed redevelopment of Franklin D. Roosevelt Drive and its feeder streets, (b) existing transit routes and widening of Grand Street, and the new street south of the Williamsburgh Bridge, and (c) closing of subordinate present north and south streets. Unobstructed flow of automotive traffic onto FDR Drive around the project perimeter and into the project's off-street parking compounds is provided. The siting and orientation of the tall apartment buildings capitalizes on the dramatic river views to the east and south and on the equally interesting views of Manhattan toward the northwest and southwest, as well as the bridges to the southwest. An open, sunlit plan is obtained which is consistent with the inherent qualities of the property situated on the bend of the East River, open to the extensive East River Park, and at the same time affording commanding views.

The proposed housing consists of seven 20-story buildings widely spaced over the two super-blocks providing a total of 1,400 apartments compared to 718 dwelling units now on the site. The apartments range in size from 3½ to 5½ rental rooms housing an estimated 4,438 persons. The present site population is estimated to be 2,120 persons. The density based on net housing acreage within new property lines is 359.4 persons per acre. Gross density figures half of the bounding streets is 289.5 persons per based on net housing area plus the area of one-acre. Land coverage is exceedingly low at 11.24%.

Off-street parking is provided, substantially in accord with the recently adopted amendment to the New York City Zoning Law. The majority of parking spaces would be in an assigned-space parking compound, as it is planned to maintain adequate accommodations for moderate income families. This facility

would produce substantial revenue, while providing relatively inexpensive parking for the project tenants. A blanket of trees planted between the rows of parked cars would soften the usual effect of mass parking. An additional 224 cars would be housed in a two-level garage serviced by an access from Jackson Street. This facility would serve those who wish greater protection for their vehicles and who could afford this added convenience. However, tenants would park their own cars. The resulting low operating costs would yield garage rentals which would be consistent with the income range of the anticipated tenants.

Other tenant facilities such as bulk storage spaces, perambulator rooms, laundries, etc., would be provided, along with any social and craft rooms that management and tenant groups might find desirable. For small children, outdoor play facilities would be provided close to the buildings in four areas adjacent to shaded sitting spaces. A major playground would be developed on the garage roof. In addition, the extensive recreation facilities of Corlears and East River Parks are immediately and safely accessible to tenants by means of an existing overpass and a proposed pedestrian overpass to be built by the City as part of the future improvement of FDR Drive.

The proposed shopping center is located at the geographic center of three large housing developments comprising Vladeck Houses (Housing Authority low-rent), Hillman Houses (labor union sponsored cooperative) and the proposed project. This shopping area would serve the immediate needs of the neighborhood, and at the same time replace the hodgepodge of unsanitary stores scattered within and around the project area. The shopping center would cover 70% of the property, or the permitted maximum. The remaining land would be used for off-street loading facilities, landscaped areas and walks. A two-story and basement structure is proposed. The first floor could be tenanted by a food market, drug store, stationer, bar and grill, delicatessen, bakery, laundry, and a dry cleaning establishment. Second story space would be available for offices, beauty parlor, dentist, bowling alley, project management office, etc. There are 14,336 square feet of gross area planned for each of the two floors.

The playground property is contributed as a non-cash grant-in-aid to the redevelopment of the area. It would function jointly as a school and public playground and would be adjacent to P.S. 12, which it serves more conveniently than the store block which was originally contemplated for this purpose. It would be operated jointly by the Board of Education and the Department of Parks. It comprises an area of 25,651 square feet, or 0.58 acres.

The recommended uses are wholly consistent with



the over-all objective of the City's urban redevelopment policy. It is considered desirable to create a mixture of privately financed and publicly aided housing within areas of slum property which require large-scale development. This mixture removes the possibility of social stratification, which would be created and rigidly delineated if the whole of redevelopment areas were of like projects.

The great need for housing for families of moderate income has been borne in mind in planning the proposed project. The objective of the type of plan, the proposed density, the height of the buildings and the type of parking has been to produce adequate housing at a rental sufficiently low to meet the needs of the groups who are ineligible for the partially subsidized projects and yet who are generally unable to find desirable urban accommodations within their means. That such a housing market is the largest and most dependable market has been often and well established.

The reasons for the limits of the assigned project area are logical ones. Present and contemplated slum clearance projects ring the area on three sides, while the FDR Drive and East River Park are its eastern boundary. It is not feasible, physically speaking, to extend the project area further westward. The small portions of slum area in Blocks 327 west of Lewis Street and 322 east of Columbia Street are already slated for clearance as a playground for P.S. 110 and as a garage for Hillman Houses. Therefore, the lines as drawn are not arbitrary but flow from existing conditions and changes already in progress.

The proposed plan does not conflict with the future plans of the several City agencies concerned with the Area. The Department of Parks has approved locating a playground behind P.S. 12 rather than on the

triangular block to the east of the school. The section of Jackson Street, adjoining the school was to have been closed in conjunction with the playground. This will not now be necessary or desirable for the open street is essential to the re-routing of traffic as shown on the exhibit "Streets and Local Transportation."

The designation of the triangular block between Jackson Street, Grand Street and Madison Street as a retail shopping area is based upon the demonstrable need for consumer goods stores within the area. The present site contains 76 stores of which 65 are occupied at present. Except for those stores on the block in question, almost all the stores are unsanitary, small and cramped, and many are not related to consumer needs but are of various uses unrelated to the Corlears Hook Area. Some occur in buildings which are unsafe for human occupancy above the first floor.

The proposed store group is estimated to be capable of serving 1,000 to 1,200 families. While the combined population of the three projects which would ring the shopping center is 4,211 families, there are extensive retail facilities westward of the area along Grand Street and Delancey Street which would augment it.

Note: On the succeeding charts and maps, the playground property is shown as being outside the project area. This is due to the fact that the final decision to locate the playground as shown was made during the latter stages of preparation of the report material, and by this time most of the map exhibits had been completed. It should be distinctly understood, however, that this property is included in the project area and is so treated in the Financial Analysis and Tenant Relocation costs.

# **I LOCATION**

## **II SITE PLAN**

### **III AERIAL VIEW**

#### **IV UNIT PLAN**

##### **V TENANT RELOCATION**

###### **VI COST ESTIMATES & FINANCIAL PLAN**



# LOCATION

As shown on the following map, the project area is a part of Area Number M-13 of the "Master Plan for Clearance, Redevelopment and Low Rent Housing." It is entirely surrounded by completed, partially completed or recently approved housing projects. To the southwest, it is bounded by Vladeck Houses; to the west by Hillman Houses; to the north by Baruch Houses, an approved Public Housing Authority low rent project now under design by the New York City Housing Authority.

This particular area was selected to protect the existing and scheduled public and private housing projects surrounding it and to complete the redevelopment of this area. Its continued existence as a residual slum area with attendant undesirable land use and unsanitary conditions would produce an adverse effect on the other developments.

The proposed redevelopment is also an essential step in the renaissance of the Lower East Side waterfront. Its completion together with Baruch Houses would eliminate the last slum area along the Drive between Corlears Hook Park and Harlem. The waterfront developments along Franklin D. Roosevelt Drive, in sequence northward to 49th Street, are the proposed Corlears Hook Housing and Baruch Houses, Lillian Wald Houses, Jacob Riis Houses, Willard

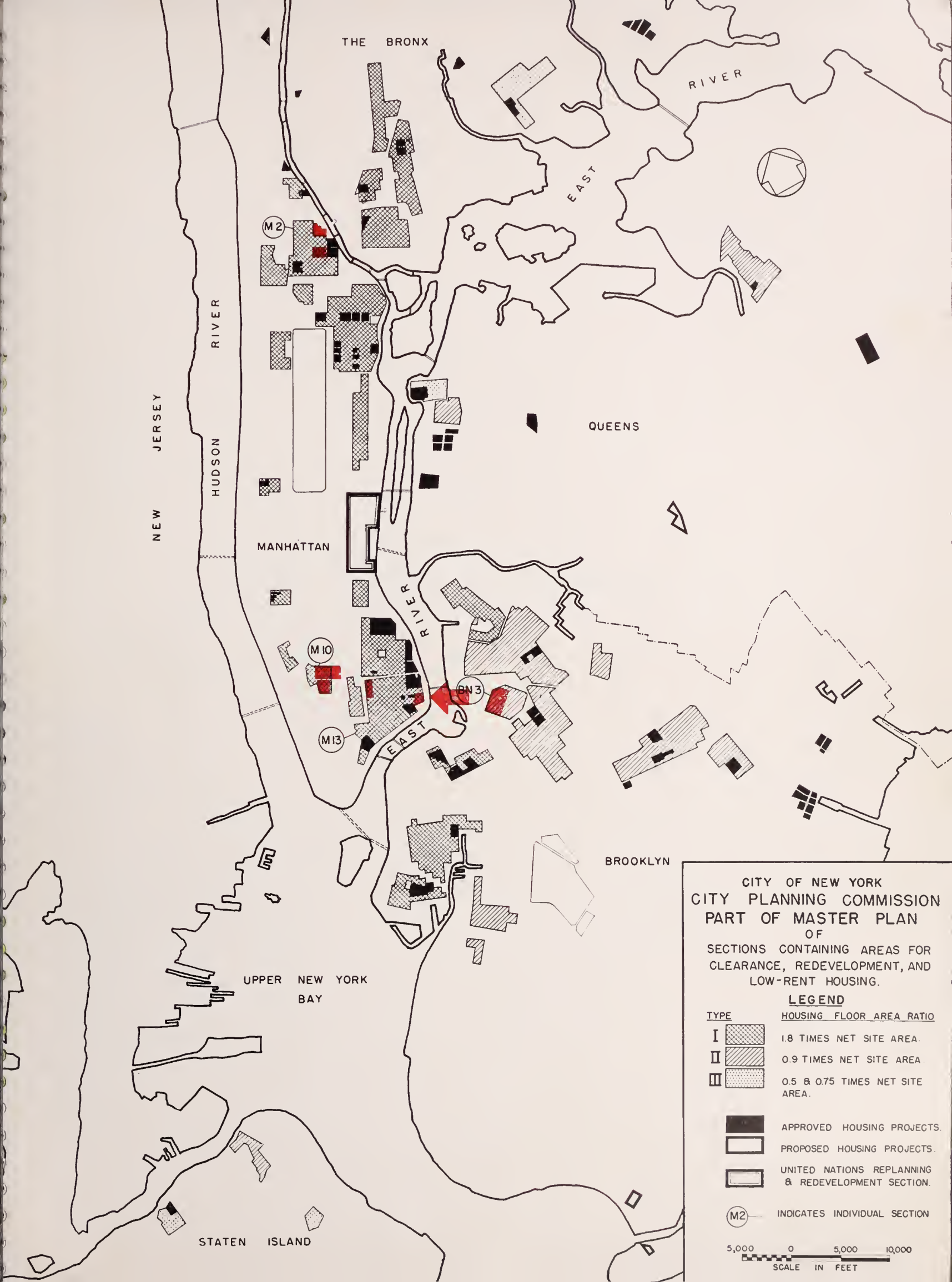
Parker Hospital, Stuyvesant Town, Peter Cooper Village, the proposed Veterans Hospital, Bellevue Hospital, New York University Medical Center and United Nations.

The reasons for the limits of the assigned project area are logical ones. Present and contemplated slum clearance projects ring the area on three sides, while the Franklin D. Roosevelt Drive and East River Park are its eastern boundary. It is not feasible, physically speaking, to extend the project area further westward in that the connection between the parts of the property so created would be extremely tenuous. Therefore, the lines as drawn are not arbitrary but flow from existing conditions and changes already in progress.

Note: On the succeeding charts and maps, the playground property is shown as being outside the project area. This is due to the fact that the final decision to locate the playground as shown was made during the latter stages of preparation of the report material, and by this time most of the map exhibits had been completed. It should be distinctly understood, however, that this property is included in the project area and is so treated in the Financial Analysis, Tenant Relocation Analysis, and other sections of the report dealing with costs.









# SITE PLAN



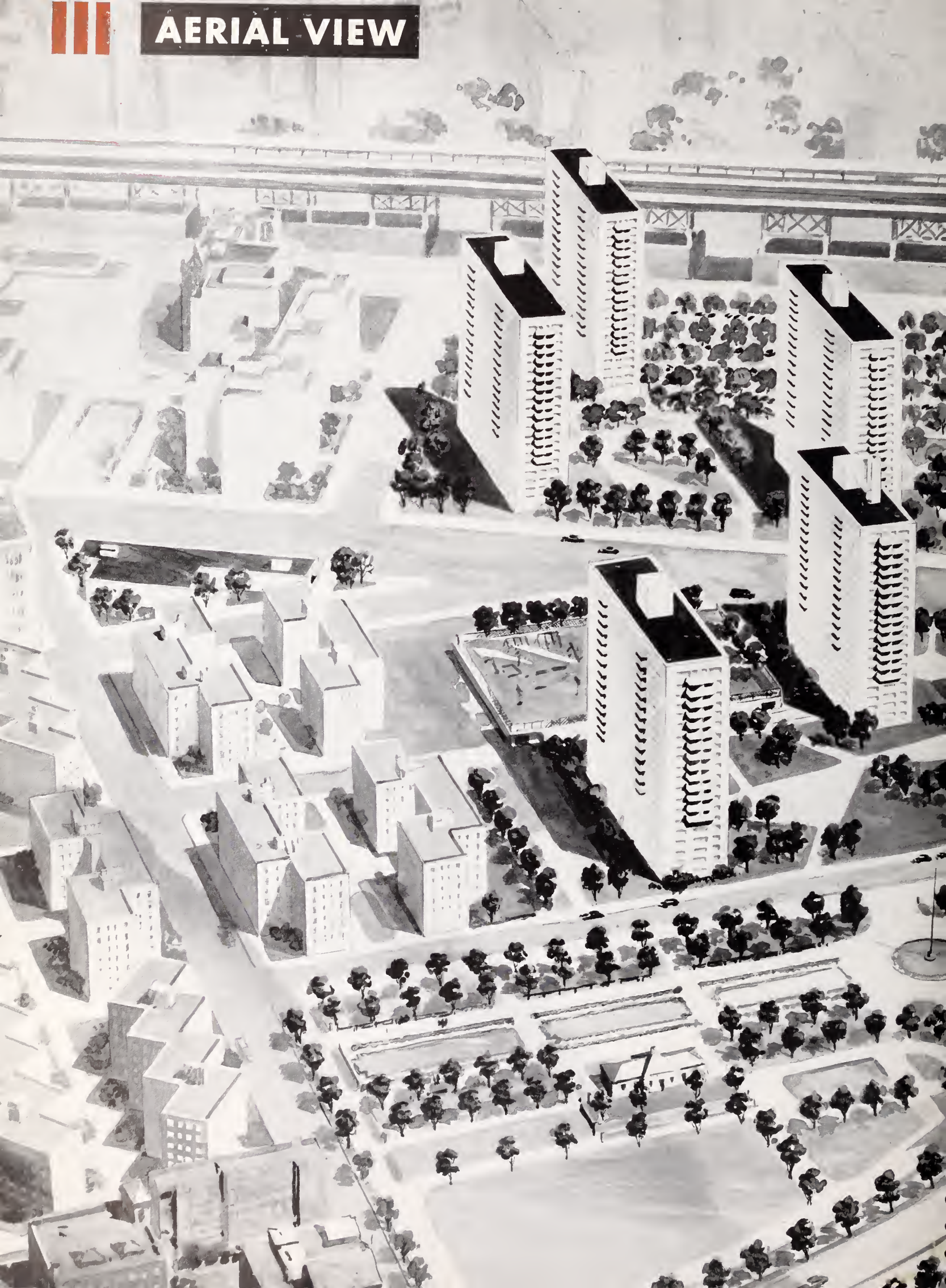








# AERIAL VIEW









# IV UNIT PLAN

Each of the seven 20-story buildings contains 200 apartments and accommodates an estimated 634 persons. Each typical floor contains 10 apartments ranging in size from 3½ to 5½ rooms. The plan strives for apartment layouts affording the maximum privacy and amenity possible within the limitations of size. In every case there is direct circulation to each functional subdivision from the entrance foyer. In no case is it necessary to traverse any room to enter another. Closet and storage facilities are of optimum shape and are generally near the entrance points to the room or suites. Ample wall space is provided for furniture placement.

In six of the ten apartments on all stories above the fifth, balconies are provided. They occur on four of the six 4½ room apartments so that a choice of identical 3-person or 4-person accommodations, with or without balconies, is available. Similarly, two of the three 2-person apartments have balconies.

The buildings are serviced by two high-speed geared elevators (350 FPM), each having a capacity of 2,500 pounds. The adequacy of this installation has been checked by reputable elevator manufacturers for the load of 438 construction rooms per elevator.

The simple rectangular buildings selected will produce low construction cost per cubic foot, due to the regularity of structural framing, the very low ratio of exterior wall per construction room (108 sq. ft.), and the small number of corners required. In addition, certain plan elements, such as kitchen equipment and closets, are standardized for repetitive production with resultant low unit costs.

While six apartments on each floor have unidirectional orientation, it is felt that lack of cross ventilation will be offset by the increased air movement possible between the widely spaced, simple-mass

buildings, supplemented by the positive exhaust ventilation provided for each bathroom.

An examination of subsurface conditions revealed that all buildings in this area should be pile supported. For this reason, and in order to provide lower land coverage and sufficient off-street parking, a 20-story building height was selected in lieu of the 12- to 14-story heights used in the majority of recent housing developments. An analysis of cost differentials between 14- and 20-story buildings was made, considering all architectural, structural, mechanical and electrical elements affecting such differentials. It was found that the only element of increased cost for the higher buildings would be the elevators, with an indicated increased cost of \$76 per apartment. This would be more than slightly offset by the smaller number of foundations, smaller number of basements, and the shorter exterior service runs for the reduced number of buildings.

The 20-story buildings will consist of flat plate reinforced concrete structural frames enclosed by 10-inch cavity brick-block walls. The general construction envisions the use of the most reasonably priced materials consistent with the functional requirements and quality standards for this class of building.

One central heating plant will be used for the entire group of apartment buildings, including the garage. The plant would comprise an oil-fired two-boiler steam system with necessary auxiliaries. The shopping center would have its own heating plant.

The garage structure will be a mechanically ventilated, reinforced concrete structure, probably on spread footings. However, in order to be conservative, the cost of supporting the garage on piles was included in the project costs. The commercial structure will be of ordinary construction on normal foundations.

## APARTMENT DISTRIBUTION:

Apt. Types	APARTMENTS PER FLOOR				APARTMENT TOTALS	
	Bed Rooms	First Floor	2nd to 5th Incl.	6th Thru 20th Fl.	Per Bldg.	Project Totals
2½ Room	0	2	0	0	2	14
3½ Room	1	3	3	1	30	210
3¾ Room	1	0	0	2	30	210
4½ Room	2	2	6	2	56	392
4¾ Room	2	0	0	4	60	420
5½ Room	3	3	1	1	22	154
		10	10	10	200	1400



Apt. Types	Bed Rooms	Percentage	Total Construction Rooms	Total Rental Rooms	Rental Rooms Added
2 1/2 Room	0	1	28	35	1/2 per Apt.
3 1/2 Room	1	15	630	735	1/2 per Apt.
3 3/4 Room	1	15	630	787 1/2	3/4 per Apt.
4 1/2 Room	2	28	1568	1764	1/2 per Apt.
4 3/4 Room	2	30	1680	1995	3/4 per Apt.
5 1/2 Room	3	11	770	847	1/2 per Apt.
		100	5306	6163 1/2	

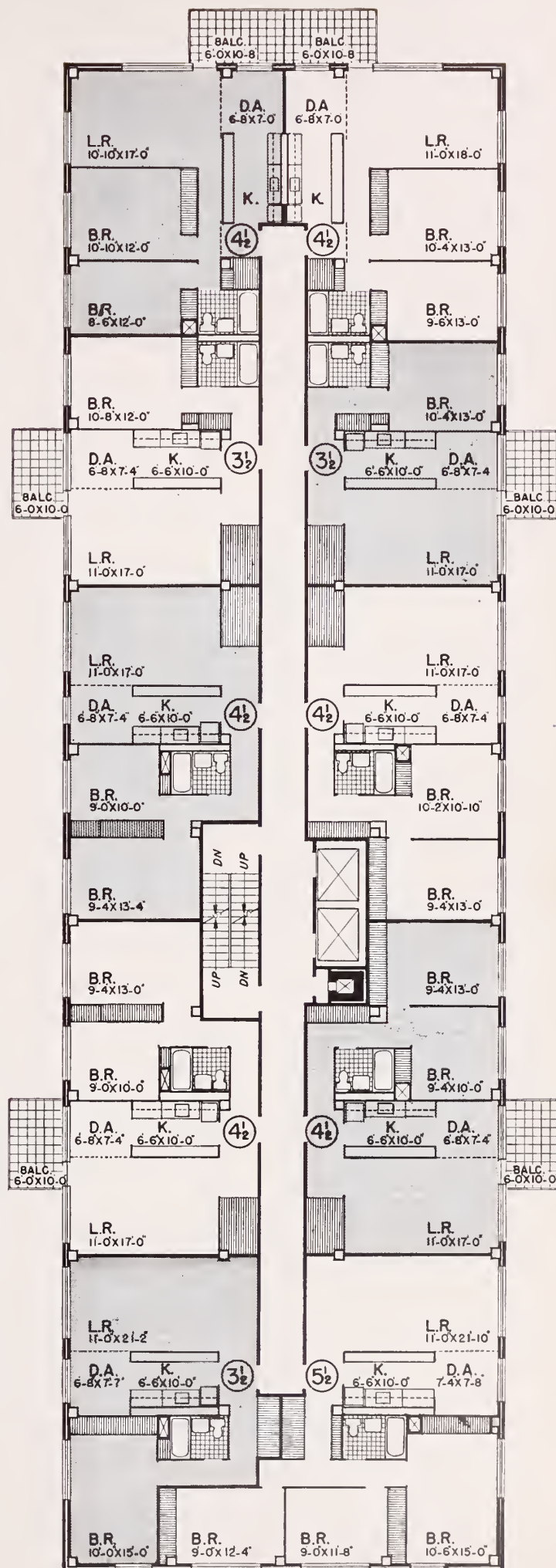
#### LAND:

	Sq. Ft. Area	Area in Acres
Total Area of Site excluding Street	498,404	11.44
Area of Streets to be Closed	140,090	3.22
Total Area of Site including Streets	638,494	14.66
Land Retained by City	54,475	1.25
(Property conveyed to City for street widening	35,550)	
(Property conveyed to City for F.D.R. Drive	18,925)	
	584,019	13.41
Land Left in Present Ownership	0	0.00
Net Area of land for Redevelopment	584,019	13.41
(Net area for housing	538,099)	
(Net area for stores	20,480)	
(Net area for school playground	26,561)	
Land covered by apartment buildings	62,236	1.43
Land covered by garage	36,960	0.85
Land covered by store buildings	14,336	0.33
Total land covered by buildings	113,532	2.61
Percentage of Land Coverage		
(Land Coverage of Housing Site —		
Apartment Buildings excluding Garage	11.24 %)	
(Land Coverage of Housing Site —		
Apartment Buildings including Garage	18.43 %)	
(Land Coverage of Store Block only	70.0 % )	
(Land Coverage of Total Redeveloped Site by All Buildings	19.65 %)	
Parking Area (288 cars)	110,196	2.53
Playground Area (10.25 % of housing site)	55,140	1.27
Playground for P.S. 12	25,651	0.54
Total Land Area per Apartment	417.16 sq. ft.	
Total Land Area per Construction Room	110.07 sq. ft.	
Assumed Net Area — Stores		
13,070 sq. ft. both floors	26,140	
Offices (85 %)	11,100	
Land cost as if cleared	\$4.00 per sq. ft.	
Land cost in present condition	\$3.04 per sq. ft.	

#### BUILDINGS:

Number of Buildings:	7 — 20-stories
Number of Apartments:	1400
Number of Construction Rooms:	5306
Rental Rooms:	6163 1/2
Estimated Population:	4473
Population Density:	362/2 persons per net housing acre
Cubage: 12,332,626 cu. ft. total	
11,061,500 cu. ft. apartments	
428,080 cu. ft. stores	
702,240 cu. ft. garages	

Total square feet of floor area: 1,411,117



## TYPICAL FLOOR PLAN

SCALE IN FEET

5 0 10 20 30 40 50



# TENANT RELOCATION

NEW YORK CITY HOUSING AUTHORITY  
63 Park Row New York 7, N. Y.

October 16, 1950

Title I of the Housing Act of 1949 fixes the conditions and responsibilities regarding relocation by a local public agency under Section 105 (C) as follows: "Contracts for financial aid . . . which require that . . . there be a feasible method for the temporary relocation of families displaced from the project area, and that there are or are being provided in the project area or in other areas not generally less desirable in regard to public utilities and public and commercial facilities and at rents or prices within the financial means of the families displaced from the project area, decent, safe, and sanitary dwellings equal in number to the number of and available to such displaced families and reasonably accessible to their places of employment."

Information of a social and economic nature was ascertained regarding the families to be relocated, complete reports of properties on the sites were verified through building by building field inspections, listed by block numbers, lot numbers, addresses, conditions, numbers of apartments, owner occupants, occupied and vacant stores in residential buildings, non-residential properties were designated and corresponding summaries were made. Apartment data was broken down according to numbers of rooms per units related to rents, and apartment facilities were broken down according to central heat, hot water and lack of heat, cold water and lack of heat and hot water, complete bathrooms and separate toilets. Estimates were made of family income brackets related to rental ranges. Further estimates were made of the numbers of persons occupying specific numbers of rooms and the relocation preferences of all families.

Site tenants who will have to be displaced in the Slum Clearance Program fall into two broad groups each of which requires different methods. One group, due to low earnings, consists of families ELIGIBLE for public housing. The other group, earning above applicable limits, is INELIGIBLE.

To cover families ELIGIBLE for publicly assisted housing an inquiry was directed by the Chairman of the Committee on Slum Clearance Plans to the Chairman of the New York City Housing Authority as to accommodations the Authority could offer these ELIGIBLE families. Under the Housing Act of 1949 priority is given ELIGIBLE site tenants on proposed Title I projects for admission to any Title III Federally aided local project. A reply to the letter of inquiry indicates that 50,000 to 55,000 units under Title III Federally aided housing will be preponderantly more than enough to take care of the estimated 3,911 families ELIGIBLE. A copy of the reply follows:

Honorable Robert Moses, Chairman  
Committee on Slum Clearance Plans  
Office of City Construction Co-Ordinator  
Randall's Island  
New York 35, New York

Dear Mr. Moses:

In accordance with your request of October 2nd, 1950, we have carefully reviewed the Tenant Relocation Surveys of the Title I Slum Clearance Projects. Our analysis indicates the following estimated relocation possibilities for low-rent housing.

Site	Total No. Families	Families Eligible for Low-Rent Housing (Est.)	
South Village	1680	587	35 %
Washington Square			
South	2464	370	15 %
Corlears Hook	718	172	24 %
Delancey Street	1569	581	37 %
North Harlem	920	368	40 %
Harlem	1683	1010	60 %
Williamsburg	3292	823	25 %
Totals:	12326	3911	31.7 %

The Authority's anticipated schedule of construction is estimated at 50,000 to 55,000 units under Title III of the Federal Housing Act, and an additional 24,000 units in the New York State Housing Program. It is the Authority's intention to have this program provide suitable dwellings for all Title I site families eligible for low-rent housing. The Authority expects that its construction schedule will be timed so that the necessary apartments are available as required during the site clearance process.

The above relocation analysis was based on the following factors which our experience has indicated to be most applicable to the problem:

Generally families earning up to \$2500 per annum were considered eligible for low-rent housing at present income limits for admission. Single person families, most of whom are estimated to earn less than \$2500, were treated as ineligible as such individuals may not be admitted to Federally-aided Housing Developments, and there are only a limited number of such units in State-aided Projects. Consideration was given to the fact that income limits for the smaller non-veteran families are less than \$2500, while income limits for non-veteran large families (five persons or more) range up to \$3024. In addition, income limits at State-aided Projects for veteran families of all sizes are higher than the income limits for non-veteran families.



The effect of each of these factors on eligibility with respect to each site studied were estimated to arrive at the result indicated.

Authority experience at our operating sites is that the proportion of families relocated to self-acquired accommodations in privately owned real estate ranges from 42 % to 81 % of those vacating; varying in accordance with differences in site occupancy and other site conditions.

Sincerely yours,

PHILIP J. CRUISE

Chairman

Of the tenants INELIGIBLE for admission to public housing more than half will receive preferential status and can be taken care of fully in the 11,000 dwelling units proposed to be built under Title I itself. The remaining INELIGIBLE tenants, according to the experience of the New York City Housing Authority as indicated by the following survey "Removal Experiences of the New York City Housing Authority in Tenant Relocation" indicates that this group of tenants will prefer to relocate themselves. Available to this group are approximately 20,000 annual vacancies occurring in the normal course of events through deaths, circulation within the City and removal from the City of other families. According to recent construction figures about 80,000 new dwelling units are being or will be built within the City of New York within the near future.

In addition, it is contemplated that a private local relocation service be engaged to establish an office at each slum clearance site. This private agency is to be directed, supervised and controlled by the City of New York Bureau of Real Estate to assure compliance with the intent of local and Federal laws and regulations, eviction procedures, and management policies and the encouragement of speed in clearing the sites for eventual Title I redevelopment. Listings of vacancies will be solicited and, if necessary, purchased from local real estate brokers. The cooperation of local welfare agencies, newspapers, radio and television stations, real estate boards and agencies, civic organizations, and religious groups will also be enlisted.

In stimulating independent relocation, emphasis must be placed upon site families making every reasonable effort to relocate themselves in apartments of their own choosing. Where such tenants are not able to relocate themselves the relocation service will assist them. Obviously the work of site clearance will be relieved and accelerated if a great number of tenants relocate themselves. Self-relocation also reduces to a great extent the difficult relations arising out of urging on families a choice which is not their own. Useful in expediting such relocation is piece-meal demolition of buildings as vacated and financial contribution to the site families who relocate themselves.

Provisions of Title I also require a feasible method

for the Temporary Relocation of families living in a project area. This provision is intended to meet a situation in which it may not be possible in undertaking a project to fulfill immediately all the standards specified for the permanent rehousing of such families. Temporary rehousing is required to be at rents comparable to those paid by displaced families to be relocated and generally no less desirable as to standards. These requisites are met by progressing the construction in sections through rearranging the tenants in partially vacated buildings combined with the use of vacant land and business and commercial properties. The conditions will vary in each project.

In order to set at rest any fears, families are assured that relocation help will be readily available and there is a frank desire to be of maximum assistance in carrying out the individual wishes of each family. Emphasis is placed on the preferential eligibility of site tenants to return to the project when completed, or if eligible, to be admitted to publicly aided housing. Letters in simple understandable language will be circulated to the site tenants advising them of relocation policy, and their rights to admission in the proposed projects or in existing dwelling units. Consistent with a policy of keeping the site occupants well informed, personal interviews will be conducted to help and encourage occupants to move.

The total number of families break down as follows:

	Total Families	Eligible for Public Housing	Will Relocate in Project	Will Relocate Outside of Project
South Village	1,680	587	546	547
Washington Square	2,464	370	1,047	1,047
Corlears Hook	718	172	273	273
Delancey Street	1,569	581	494	494
North Harlem	920	368	276	276
Harlem	1,683	1,010	336	337
Williamsburg	3,292	823	1,234	1,235

#### Removal Experiences of the New York City Housing Authority in Tenant Relocation — as of 9/1/50

Site	Date of Acquisition	Total Relocated No. %	Self-Relocated No. %
Smith	7/25/46	1,716 100%	748 44%
Melrose	8/3/46	1,213 100%	504 42%
Foster	8/2/46	1,433 100%	676 47%
Flushing	10/18/49	220 100%	103 47%
St. John's	3/15/50	126 100%	69 55%
St. Nicholas	10/1/49	1,339 100%	1,080 81%

Included in "A Guide to Slum Clearance and Urban Redevelopment Under Title I of the Housing Act of 1949" as revised July 1950, on page 27 is a requirement that the local agency describe the adequacy of the relocation service established or utilized by the local public agency. Typical of firms adequate for relocation service is Wood, Dolson Company, Inc., which has prepared this tenant relocation report. It is a real estate service organization established for more than half a century. It maintains fully staffed departments in listing and renting apartments, tenant relations, management, brokerage, maintenance engineering, accounting, appraising and insurance. It has available trained personnel, exhaustive records and up to date tax maps. It will be advantageous to combine the functions of tenant relocation, management and demolition in a single office. The types of properties such companies currently deal with cover the types found on the slum sites and those proposed to be erected.

In redeveloping an area such as Corlears Hook, it is feasible to carry out both demolition and new construction in at least two progressive stages. By demolishing only one section of the site it is possible to leave the other residences undisturbed until the first section of new apartment buildings is completed. Where possible the first section is chosen to include vacant land and a large proportion of industrial and commercial buildings. The last section to be demolished can be that where future stores or parking areas will be situated.

The first step in tenant relocation is to ascertain which tenants are eligible for public housing and to help them move into existing projects. Of the 718 families on the Corlears Hook site, it is estimated that 172 or 24 % will be eligible for public low rent housing and can move as soon as vacancies are available. This will leave empty apartments on the site for the temporary use of those families who are waiting to move into the first of the new apartments in the redevelopment.

Of the tenants not eligible for public housing there will be an estimated 273 or 38 % who will prefer to relocate themselves and who will be given all possible assistance. It is estimated that an equal number will choose to move into the redevelopment itself and will be given preferential status. These families may need only temporary accommodations until the project is completed. There will be more apartments available for site tenants if more than the number we have estimated do prefer to stay within the project. There will be at least 1400 new apartments available whereas we have estimated that only 273 families will wish to relocate within the project. These additional apartments will be available not only to this project but to other Title I projects, and the converse will also be true.





# COST ESTIMATES & FINANCIAL PLAN

## ESTIMATED COST TO PRIVATE REDEVELOPER — (TYPICAL PLAN)

### LAND:

Appraised Resale Value as if Cleared: 558,570 sq. ft.	\$ 2,234,280
Less: Estimated Cost of Obtaining Possession: (Demolition and tenant relocation)	534,521
Resale Value of Land in its Present Condition	<u>\$ 1,699,759</u>

### BUILDING:

Field Cost of Structures	\$12,814,225
Architects' Fee (3.5 %)	457,895
Total Structural Cost	<u>\$13,272,120</u>
Cost of Landscaping and Site Improvements	268,500
Total Cost of Buildings and Site Improvements	<u>\$13,540,620</u>

### PROJECT:

Interest on Land during Construction	\$ 134,057
Interest on Building during Construction	406,219
Total Interest on Working Capital	<u>\$ 540,276</u>
Real Estate Taxes on Land during Construction	82,236
Finance, Legal and Organization Expense	270,812
Total Interest, Taxes and Financing during Construction	<u>\$ 893,324</u>
Total Estimated Cost of Building	<u>\$14,433,944</u>

### TOTAL ESTIMATED COST OF PROJECT

\$16,668,224

## FINANCIAL PLAN FOR PRIVATE REDEVELOPER — (TYPICAL PLAN)

Cost of Land at Appraised Resale Value as if Cleared	\$ 2,234,280
Estimated Cost of Buildings as of Date of Completion, including all fees, taxes and financing	14,433,944
Total Estimated Cost of Project	<u>\$16,668,224</u>

### Estimated Rental Value:

Apartments: 6,163½ rental rooms @ \$30 per room per month, or \$360 per room per annum	\$ 2,218,860
Stores: 43,000 sq. ft. @ \$1.15 per annum average	49,450
Garages: 224 cars @ \$180 per annum	40,320
Parking Space: 288 cars @ \$120 per annum	34,560

Total Estimated Rental Value	\$ 2,343,190
Less: Vacancy Reserve of 7%	164,023
Effective Rental Value	<u>\$ 2,179,167</u>

### Operating Expenses:

Apartments: 6,163½ rental rooms @ \$100	\$ 616,350
Stores: 43,000 sq. ft. @ 20c	8,600
Garages: 78,720 sq. ft. @ 15c	11,808

Total Operating Expenses	\$ 636,758
Real Estate Taxes	390,000
Total Operating Expenses and Taxes	<u>\$ 1,026,758</u>

Net Return on a Free and Clear Basis	\$ 1,152,409
Percentage of Net Return on Investment	6.91 %





# **EFFECT OF REDEVELOPMENT PLAN ON AREA**

- I    TRANSPORTATION**
- II   STREETS & LOCAL  
     TRANSPORTATION**
- III  COMMUNITY FACILITIES**
- IV  EXISTING ZONING**
- V    PROPOSED ZONING**
- VI  UTILITIES**
  - 1   SEWER**
  - 2   WATER**
  - 3   GAS**
  - 4   ELECTRIC AND  
     TELEPHONE**

# TRANSPORTATION

The three bus lines which serve the area are routed past two stations on the Independent Division and one station of the BMT Division Broadway line.

The Independent subways come from Hoyt Street and Jay Street, Borough Hall, in Brooklyn, and connect to all other Independent subways at West 4th Street. The nearest Independent stations to the project area are at East Broadway and Rutgers Street and at Delancey Street and Essex Street. The M-1 and M-8 buses come within two short blocks of the East Broadway and Delancey Street stops, respectively. The No. 12 bus stops at the Delancey Street station.

The No. 12 bus connects to the BMT Broadway line, Essex Street stop, at this same point. The Broadway line travels westward and southward from Essex Street to the Municipal center and the financial district.

All three buses leave from Franklin D. Roosevelt Drive at 3- to 4-minute intervals during rush hours and at 5- to 8-minute intervals at other times. They reach the subway points within 4 to 5 minutes. Therefore, the average traveling time to the Pennsylvania Station and garment district, for example, would be about 18 to 23 minutes. Similarly, it would take about 16 to 18 minutes to reach City Hall, and 20 to 23 minutes to reach the financial district. Other sections of Manhattan can be reached by taking the IRT Lexington Avenue line, the BMT 7th Avenue line, or the Third Avenue Elevated line. Stations of these rapid transit facilities lie along the route of M-8 and No. 12 buses approximately 10 to 13 minutes traveling time from the site.

There are also numerous north-south bus lines which connect with lines directly serving the project area. There are free transfer between all of these bus lines.





KEY

- SUBWAYS
- SUBWAY STATIONS
- CONNECTING BUS LINES

SCALE IN FEET  
600 300 0 600 1200



# STREETS & LOCAL TRANSPORTATION

In determining the redeveloped street pattern, Franklin D. Roosevelt Drive and its approaches and access points were of primary importance. The drive as shown on the site plan and on the facing page follows the plan established by the Borough President's Drawing BPM 28753, as adopted by the Board of Estimate on October 22, 1946, with one exception; viz, the addition of an entrance point from Grand Street to the Drive. The proposed pedestrian over-pass under the Williamsburgh Bridge is shown as it occurs on the adopted plan.

The precedent for widening of the new street along the Bridge is contained on Accession Drawing No. 28870, adopted by the Board of Estimate on October 23, 1947. This drawing increases the width from 45 ft. to 100 ft. The proposed plan does likewise. Lewis Street as shown on the Accession drawing was widened from 50 ft. to 80 ft. This width was considered sufficient since the present 50 ft. width will remain under the Bridge, and Lewis Street will be closed north of the Bridge when Baruch Houses are built.

Grand Street was increased in width by this same Accession, in connection with Hillman Houses, from 70 ft. to 90 ft. between Columbia Street and Lewis Street. The northerly line of this widening would be carried through the proposed scheme but the width of Grand Street within the project would be increased to 100 ft. to facilitate entrance and exit to the Drive.

Madison Street east of Jackson Street would be maintained at its present width west of Jackson, which is 70 ft. Jackson Street from Madison to Grand was maintained at 50 ft. because any widening would have to be eastward, creating an objectionable offset in traffic flow. Cherry Street would be maintained at a width of 50 ft. because of the limitation set by Vladeck Houses and because of its short length.

All other streets within the project area would be closed. Broome Street was already closed from Lewis to Willett, and Baruch and Mangin will be closed north of the Bridge by Baruch Houses.

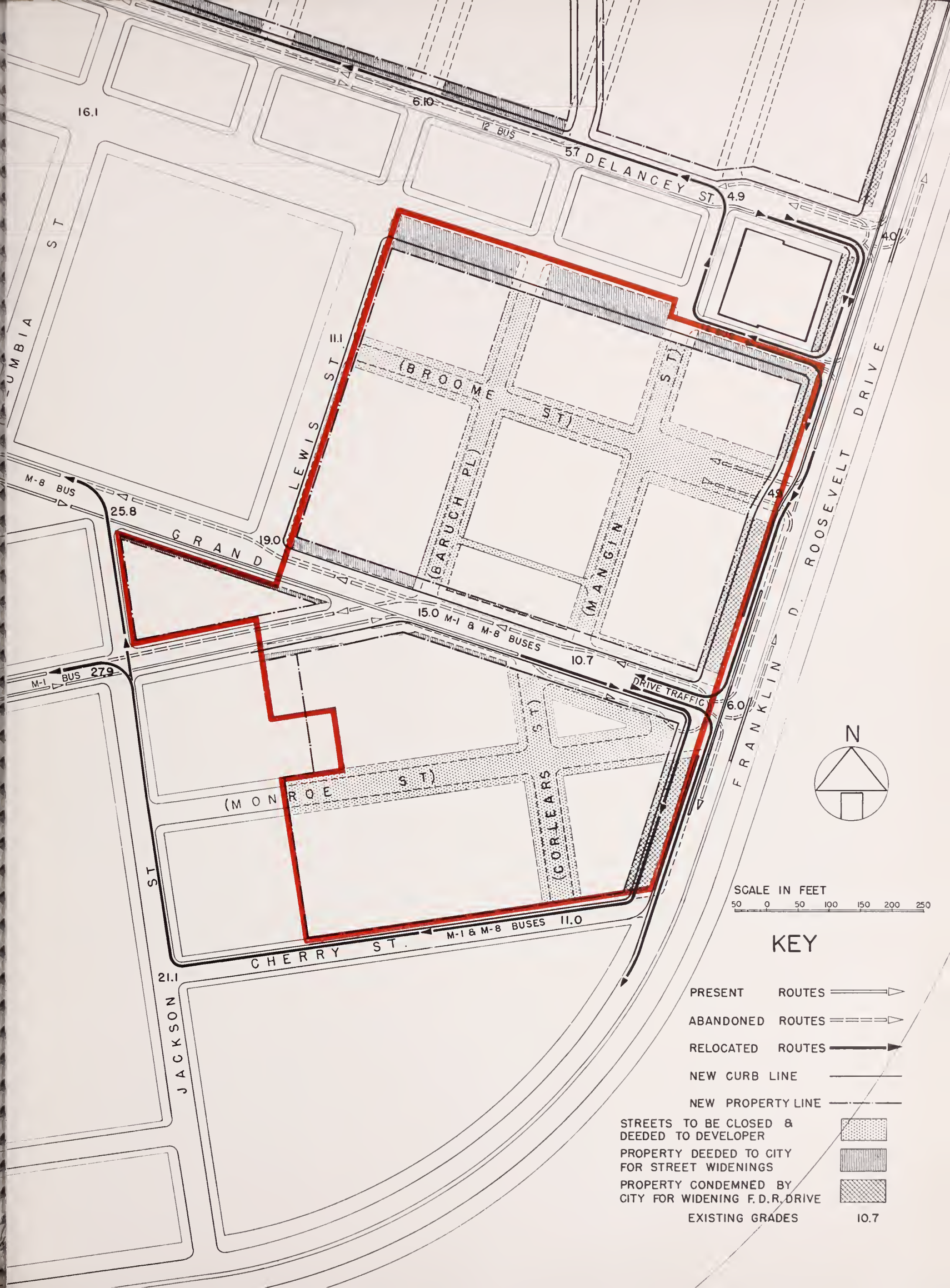
Monroe Street would remain as a limited access service road for both Vladeck Houses and the proposed scheme.

The rearrangement of local bus routes as shown on the following plan produces a clockwise flow of bus traffic up to the left turn points and traffic lights at these points would further facilitate the flow. In this way, buses would more adequately serve the amphitheatre and recreational facilities of East River Park by discharging nearer the overpasses and creating a more even traffic flow.

Automotive traffic exiting from the Drive would be free to proceed at all times by the installation of caution signals on the service roads just before the point of exit. To further decrease cross traffic at the Drive, the service road could be made one-way southbound. Entrances to the project parking field would also be in the line of travel.

In this way, an orderly pattern would emerge — a pattern requiring a minimum of control points.







# COMMUNITY FACILITIES

The area is well served by existing community facilities. The existing playground and parks, in addition to the play facilities to be incorporated in the proposed development will provide space and equipment adequate to serve the needs of the project tenants. There are extensive facilities for games and sports in East River Park, including tennis, handball, volley ball, hand tennis, shuffleboard, ice skating, baseball and football. The amphitheatre in the East River Park is used for square dancing, concerts and special events. The two nearest playgrounds will be located adjacent to P.S. 12 and P.S. 110. Other nearby parks are the Bernard Downing Park, north of Hillman Houses, and Hamilton Fish Park on East Houston Street, which contains a large outdoor swimming pool.

Public School 110 near the site has just been modernized and it is proposed to modernize Public School 147 also. About 25% of the registration in Public School 147 will be from this project.

The nearest fire houses are Engine Company 15 located between Henry Street and East Broadway at Montgomery Street, and Engine Company 17 and Hook and Ladder Company 18 at 185 Broome Street, between Suffolk and Clinton Streets. The 7th Precinct, 2nd Division police station is located at 118 Clinton Street between Delancey and Broome Streets.

The project is within convenient operational radius of three municipal hospitals, the nearest being Gouverneur Hospital located at Gouverneur and Front Streets, while Willard Parker and Bellevue Hospitals are at 14th Street and 25th Street, respectively, on the East River Drive. In addition, there is a Department of Health Clinic at 61 Rivington Street between Allen and Eldridge Streets. A Veterans Hospital at 23rd Street and 1st Avenue is now underway. Demolition of existing structures on the site is proceeding.

The only public facility which would be removed from the site is the Department of Sanitation Section Station at 32 Baruch Place near Broome Street. There are adjoining Department of Sanitation Garages located under the Williamsburgh Bridge, as shown on the site plan.

The only new facility proposed as part of the re-development plan is the playground adjacent to P.S.

12. This facility is fully described in the text outlining the development plan.

## *Social Agencies*

There are many private social agencies within the general area of the lower East Side. The famed settlement houses listed below have played a major role in promoting the well being of the people of lower Manhattan. While the facilities of these houses would not generally be needed by the project groups, their counseling services, recreational programs and other services would be available. A partial list of nearby Settlement Houses includes Educational Alliance, 197 East Broadway, Grand Street Settlement, 283 Rivington Street, Henry Street Settlement, 265 Henry Street, Madison House, 226 Madison Street, and the Jewish Settlement of the East Side, 228 Stanton Street.

There are 24 religious institutions within the area shown on the accompanying map. Thirteen of these are orthodox or liberal Jewish congregations or Hebrew schools. Ten churches represent the Catholic, Protestant and Greek Orthodox faiths. Several of these are national group churches — Russian, Roumanian, Ukranian and Latvian. The remaining institution is a non-denominational Christian church.

The following is a list of high schools as numbered on the map:

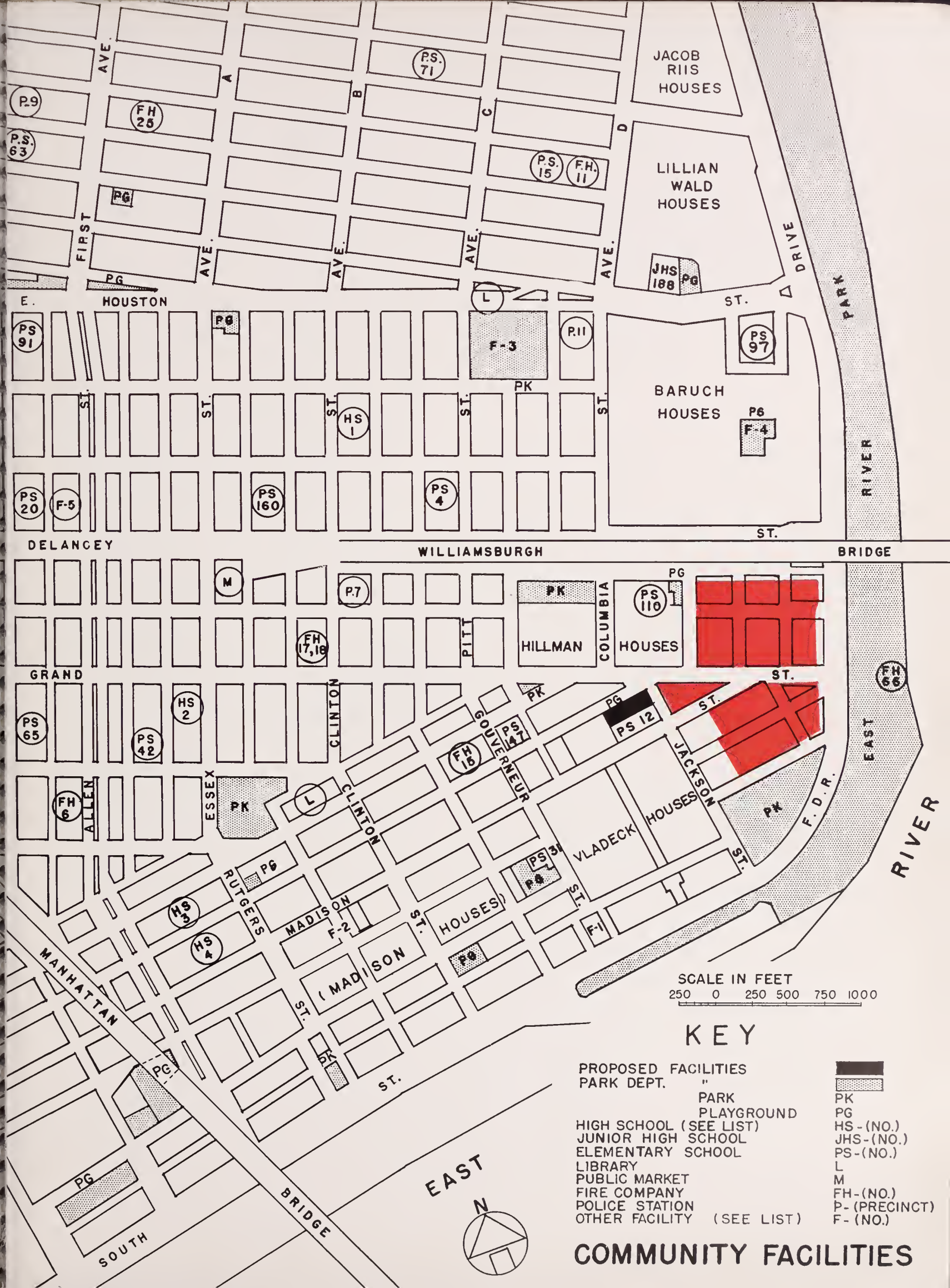
- HS 1 — Murray Hill Vocational High School
- HS 2 — Seward Park High School
- HS 3 — Metropolitan Vocational High School
- HS 4 — Metropolitan Vocational High School Annex

The following is a list of other facilities as shown on the following map:

- F1 — Gouverneur Hospital, Department of Hospitals
- F2 — Indoor Swimming Pool and Gymnasium — Department of Parks
- F3 — Hamilton Fish Park Swimming Pool (Outdoor)
- F4 — Rivington Street Swimming Pool
- F5 — Department of Health Clinic

Provisions for parks, playgrounds and schools have been planned with the concurrence and cooperation of the Department of Parks and Board of Education.





SCALE IN FEET  
250 0 250 500 750 1000

### KEY

- |                           |              |
|---------------------------|--------------|
| PROPOSED FACILITIES       |              |
| PARK DEPT.                | "            |
| PARK                      | PK           |
| PLAYGROUND                | PG           |
| HIGH SCHOOL (SEE LIST)    | HS-(NO.)     |
| JUNIOR HIGH SCHOOL        | JHS-(NO.)    |
| ELEMENTARY SCHOOL         | PS-(NO.)     |
| LIBRARY                   | L            |
| PUBLIC MARKET             | M            |
| FIRE COMPANY              | FH-(NO.)     |
| POLICE STATION            | P-(PRECINCT) |
| OTHER FACILITY (SEE LIST) | F-(NO.)      |

### COMMUNITY FACILITIES

# IV EXISTING ZONING

A summary of the zoning designations applicable to the project area is as follows:

## Use

Sec. 3 — a & b — Residence District permissible uses — residence buildings, boarding houses, hotels, non-commercial clubs, churches, schools, libraries, and other public, eleemosynary and philanthropic institutions, hospitals and health facilities, and private garages for occupants' use.

Sec. 4-A — Retail District — almost all business activities, exclusive of manufacturing or treatment of products, except as incidental to the business activity. Amusement and entertainment businesses are allowed.

## Height

Secs. 8-d & 9-a — Class One District — maximum height, seven-eighths of the width of street which building faces, plus 1 ½ feet of height for each foot of setback. Portions of corner building facing a narrow street within 100 feet of wider street governed by wider street. Buildings covering less than 25% of the lot are exempted from height restriction providing setback plus half width of street equals at least 75 feet. This exception does not apply to buildings on streets adjoining parks of one acre or more.

## Area

Sec. 14 — D Districts — Maximum coverage — 55% of lot, except corner lots which may be 70%. Rear yards — 5 inches of width per foot of height of building and 15% of depth of lot at lowest level of rear yard. Side yards — 3 inches of width per foot of height of building.

## Site Plans for Large Residential Developments

Sec. 21-C — Sites exceeding 75,000 square feet in extent may be exempted from use, height and area restrictions by action of the Board of Standards and Appeals upon acceptance of proposed site plan by City Planning Commission and after public hearing.

The *Multiple Dwelling Law* in relation to bulk and

height provides that:

Sec. 26-2 — Maximum height of building — 1 ¾ times width of widest street plus 3 feet; setback — 1 ½ times width of street plus 3 feet of height for 1 foot of setback.

Sec. 26-3 — Streets wider than 100 feet shall be considered the same as 100 feet.

Sec. 26-4 — Buildings on streets narrower than 100 feet, adjoining parks which abut a waterway, may be considered to front on an 100 foot street.

The proposed project would conform to the zoning law's use requirements in all respects.

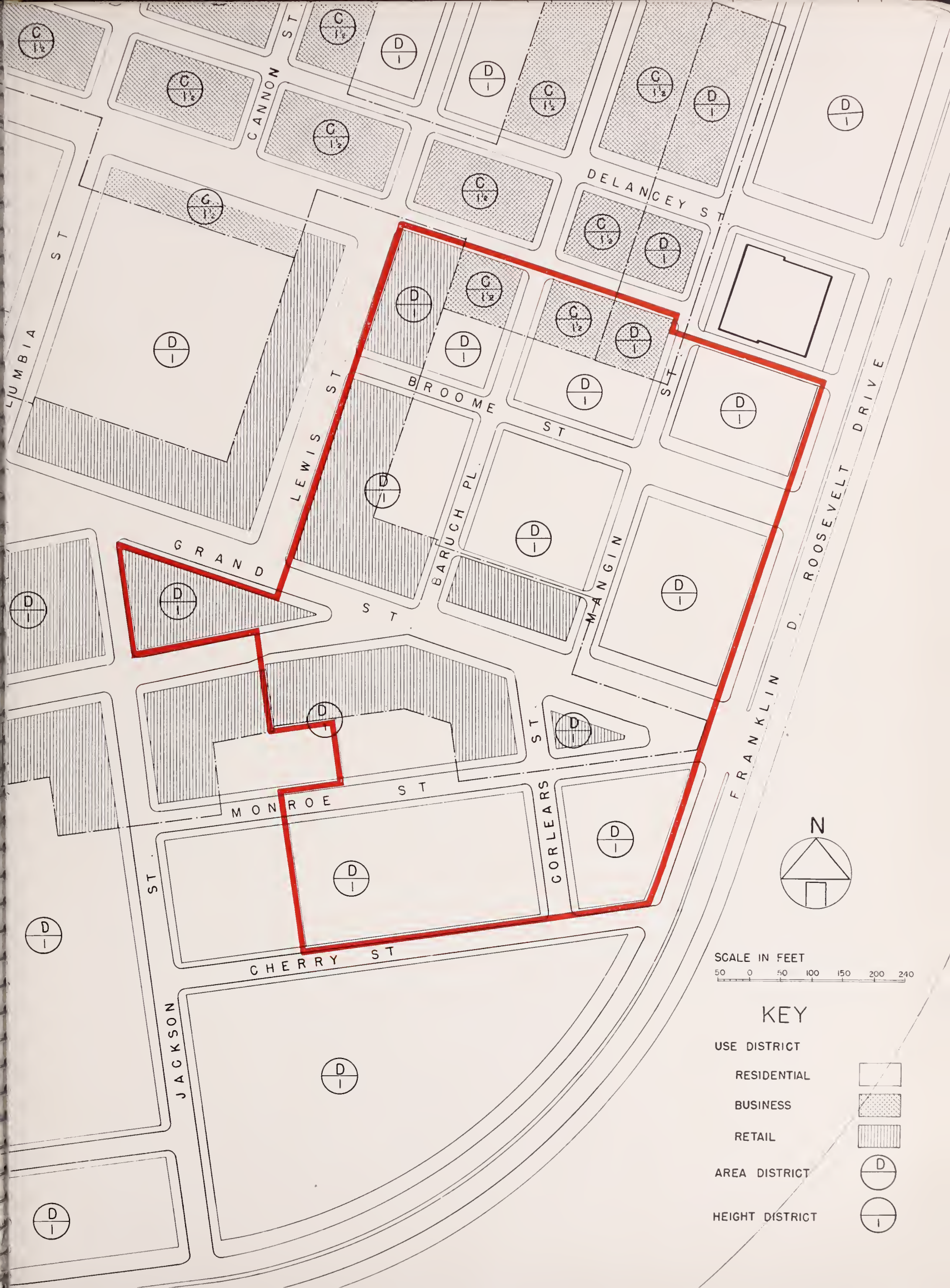
There should be no appeal required in relation to the bulk and height restrictions of the multiple dwelling law.

The buildings would conform to the area restrictions of the zoning law; however, under Section 19-B-a (the Parking Facilities for Dwellings amendment) within a D area district, parking spaces for 40% of the dwelling units are required. For this project, that number should be 560 spaces whereas 512, or 36.5%, are presently contemplated. The Board of Standards and Appeals is empowered under Section 19-B-d to vary the specific requirements "where \_\_\_\_\_ (they) \_\_\_\_\_ would work practical difficulty or unnecessary hardship, but only in accordance with the purposes and intent of this resolution." It is on this point that an appeal should be made on the grounds that (1) provision for more cars on the open area would jeopardize the amenity and privacy of the adjoining buildings and (2) practical site difficulties and economic factors would make it difficult to increase the size of the garage. In view of the probable income range of the tenant group, it could be demonstrated that the parking accommodations proposed would be adequate.

All buildings conform to the area restrictions of the zoning law.

While the apartment buildings would not conform to the normal height restrictions of the zoning law, a variance would be applied for under Section 21-C, and in view of the low land coverage it is expected that the variance would be granted.







## PROPOSED ZONING

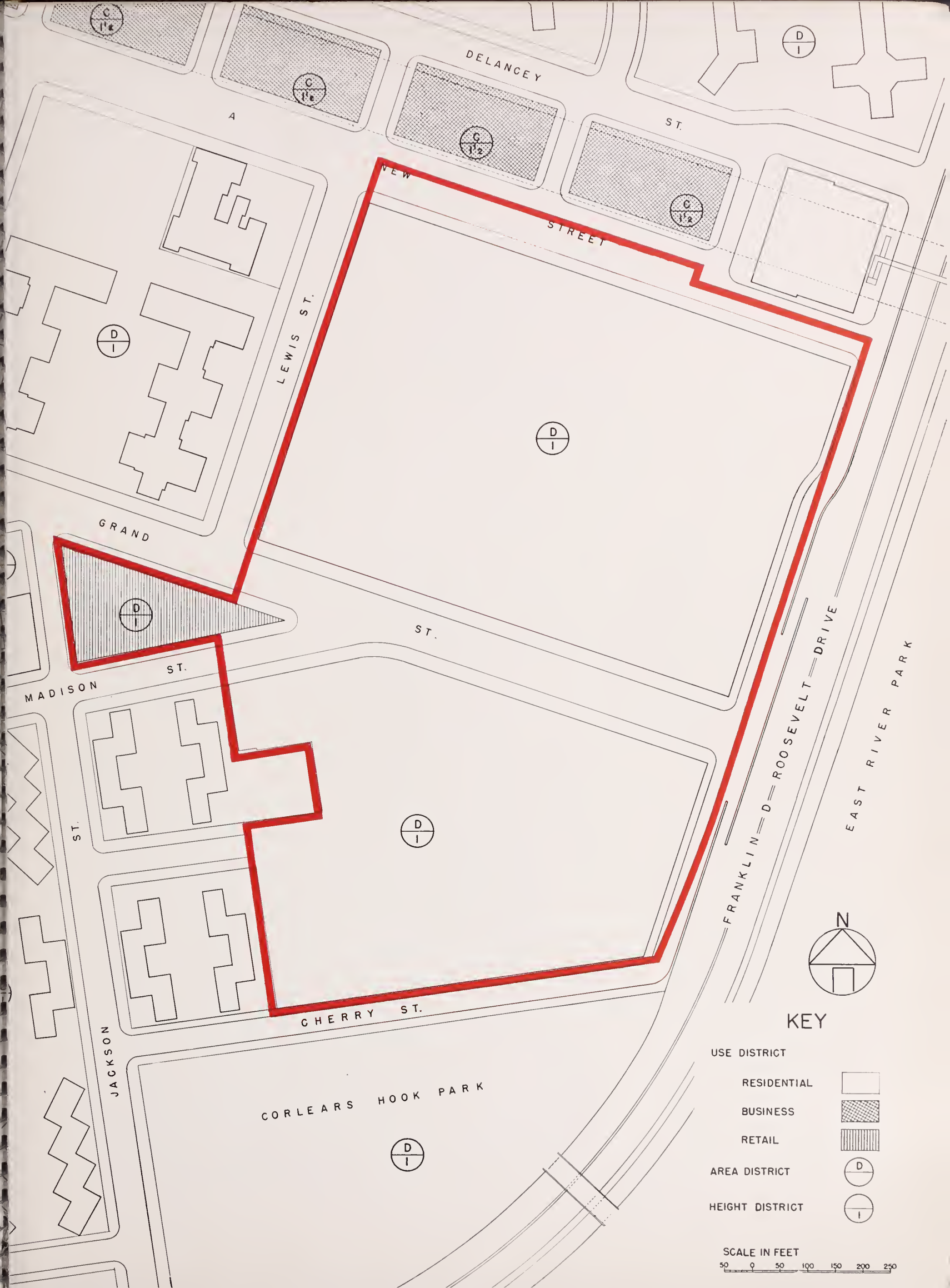
It is proposed to rezone the immediate project area as shown on the plan on the facing page.

Changes are proposed limiting the business and retail districts, respectively, to the blocks directly under the Williamsburgh Bridge and the triangular retail block at the intersection of Madison and Grand Streets. The portions of Baruch Houses, Hillman Houses and the proposed Corlears Hook housing which are at present zoned for business should be rezoned for residential use. However, it would be detrimental to the City to eliminate the business zone which occurs under the bridge structure, as most of those blocks contain existing Department of Sanitation garage facilities that must be located in such less restrictive use districts. This business zone remains unchanged.

The exact determination of the final limits of the re-drawn retail district would be subject to more intensive market analyses and economic survey than is possible within the scope of this report. The reason for delineating the retail district as shown is that both Hillman Houses and Vladeck Houses do not contain such uses, nor does the proposed scheme contemplate any retail uses within the two housing blocks. Similarly, the preliminary site plan for Baruch Houses provides no shopping.

The Height and Area Districts would remain substantially unchanged except those portions of C Area and 1½ Height districts which occur within the project boundaries adjacent to the Bridge would be changed to D Area and 1 Height districts. The blocks under the bridge structure will remain unchanged.





DELANCEY

ST.

STREET

LEWIS ST.

GRAND

ST.

MADISON

ST.

JACKSON

CHERRY ST.

FRANKLIN D. ROOSEVELT DRIVE

EAST RIVER PARK

CORLEARS HOOK PARK

### KEY

USE DISTRICT

RESIDENTIAL

BUSINESS

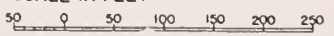
RETAIL

AREA DISTRICT

HEIGHT DISTRICT



SCALE IN FEET



There are five basic utilities within the project area: sewer, water, gas, electric and telephone. There are no steam lines, subway cable, post office tubes, or other such sub-surface structures. Most of the main lines were laid previous to 1900-1910, and except for individual property connections they are still in use.

The sewer system at present empties into the East River as shown. The Bureau of Sewage Disposal has plans for creating an interceptor sewer as part of its proposed Newtown Creek Sewage Treatment Works drainage plan. This interceptor will collect the sewage from this area and other waterfront areas. From a pumping station tentatively to be located on East 13th Street and Avenue D, there will be force mains under the East River to Greenpoint Avenue, Brooklyn, and from there to the proposed Treatment Plant. The route shown for the interceptor is the tentative route (now proposed by the Bureau of Sewage Disposal), which modifies the approved route first contemplated by the Bureau. The existing sewer lines within the project area would remain, other than for the closings and new connections shown. New catch basins and yard drains would be provided as shown.

The water lines generally would remain excepting for those mains in Broome Street and Monroe Street which would be re-routed around the proposed buildings. New hydrants would be provided off the high pressure mains as shown, and the present hydrants on closed streets would be removed and

capped, except where they can serve the proposed development.

The gas lines also would remain, except where they would be re-routed around the two buildings which lie across existing streets.

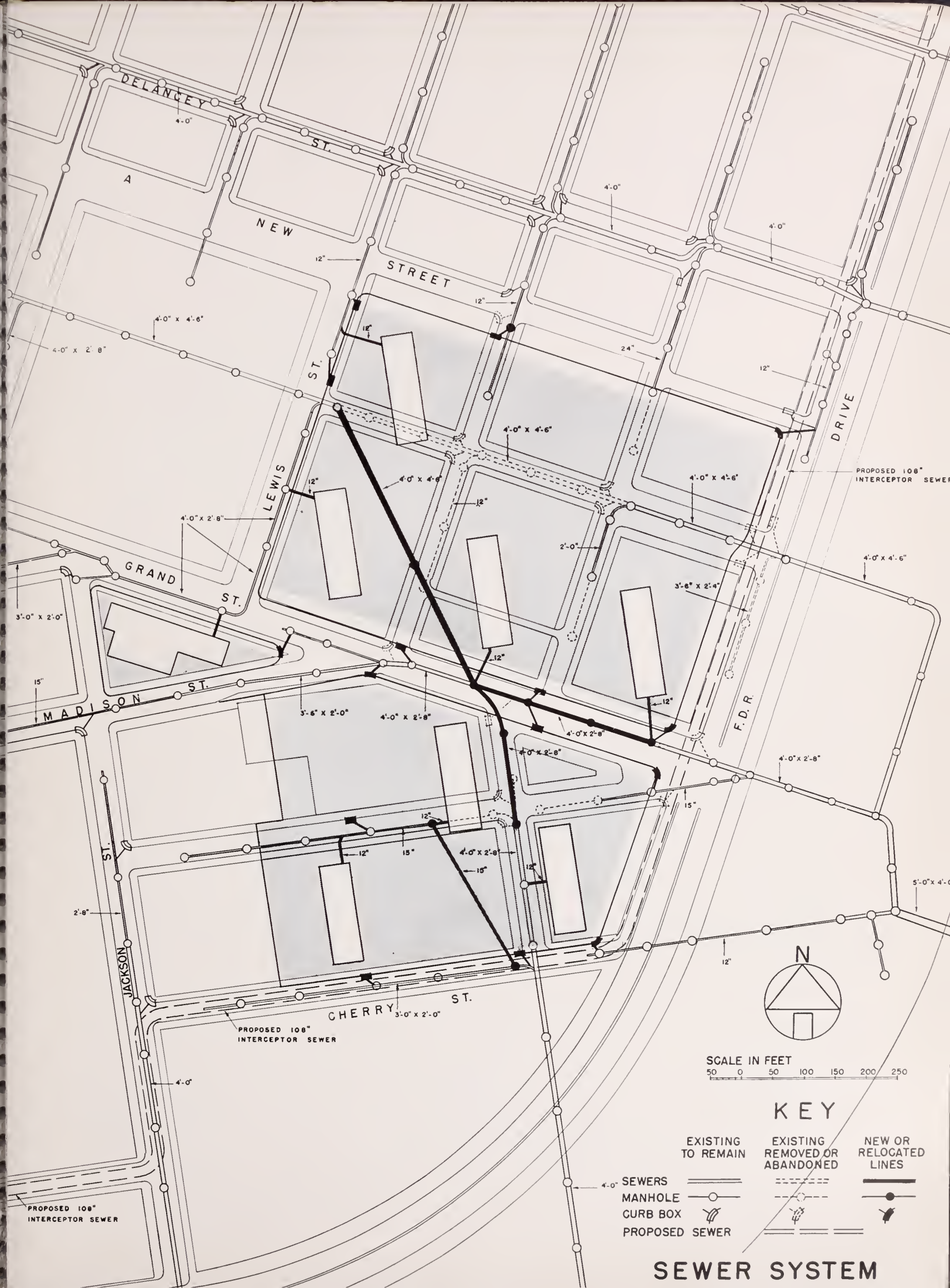
Electric and telephone ducts would remain as shown. New street lighting would be provided on the boundary streets and sufficient yard lighting would be provided. The traffic signals would be revised and located to accomplish the traffic flow proposed on the exhibit "Streets and Local Transportation."

The only major electrical work contemplated within the area is the construction of a new high voltage line consisting of two 5-inch conduits being laid at the present time along Franklin D. Roosevelt Drive southward to Grand Street, westward along Grand Street to Madison Street, and southwestward on Madison Street. This new work would not be disturbed by the proposed redevelopment plan.

All the services would run in easements created within the lines of the existing streets and along the routes of the relocations shown. Relocations of all services follow wherever possible the same general route, in order to simplify the easement limits.

The re-routing and relocation of all utilities and the provisions for street lighting, surface drainage, fire protection, etc., would be subject to review when accurate line and load data and complete subsurface and topographical data had been obtained.





DELANCEY ST.

NEW STREET

STREET

ST.

LEWIS ST.

GRAND ST.

MADISON ST.

ST.

JACKSON ST.

CHERRY ST.

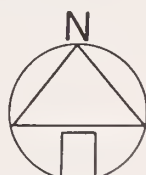
DRIVE

F.D.R.

PROPOSED 108" INTERCEPTOR SEWER

PROPOSED 108" INTERCEPTOR SEWER

PROPOSED 108" INTERCEPTOR SEWER



SCALE IN FEET  
50 0 50 100 150 200 250

### KEY

EXISTING TO REMAIN

EXISTING REMOVED OR ABANDONED

NEW OR RELOCATED LINES

SEWERS

MANHOLE

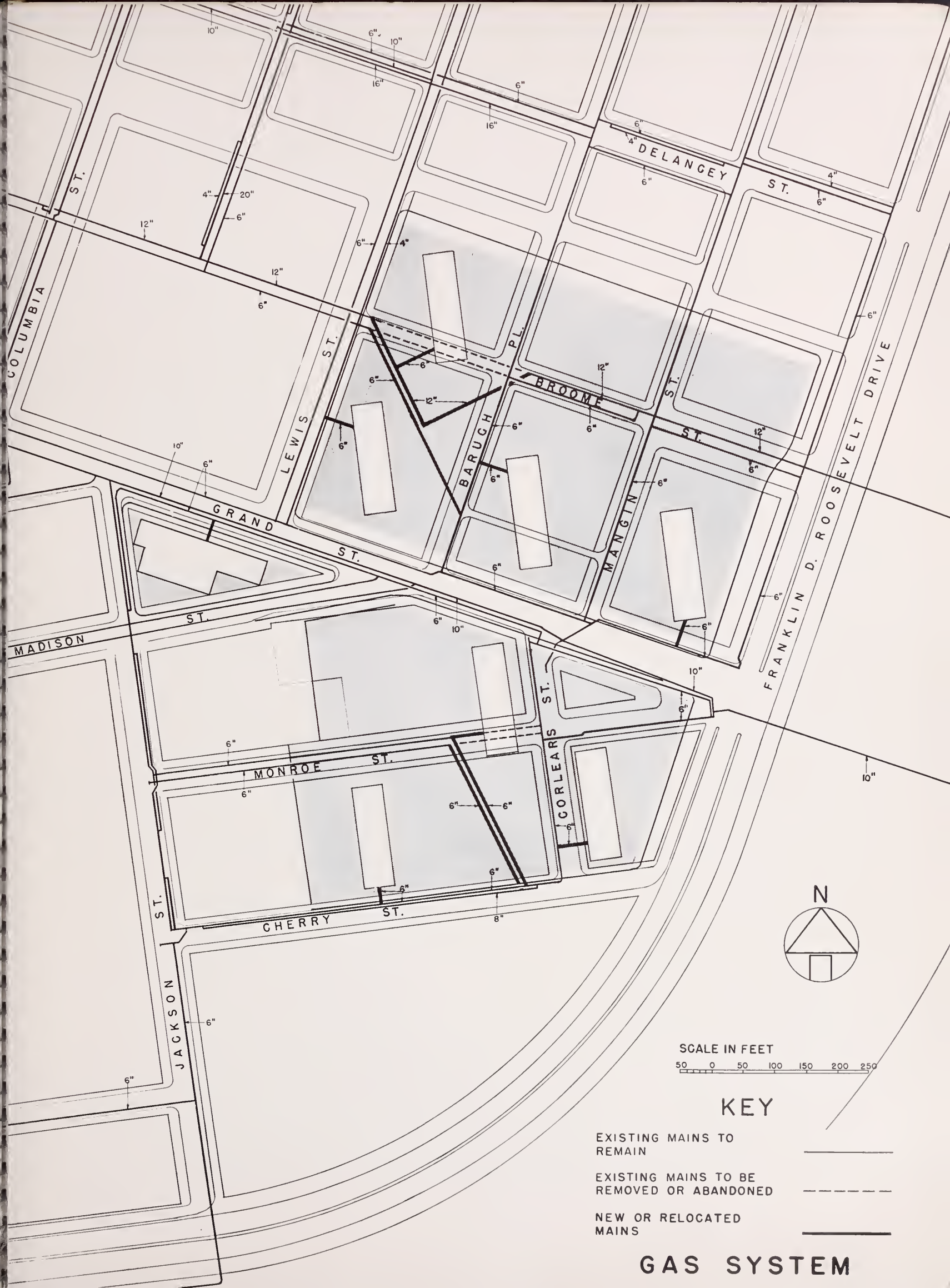
CURB BOX

PROPOSED SEWER

## SEWER SYSTEM







SCALE IN FEET

50 0 50 100 150 200 250

### KEY

EXISTING MAINS TO  
REMAIN

EXISTING MAINS TO BE  
REMOVED OR ABANDONED

NEW OR RELOCATED  
MAINS

## GAS SYSTEM





# **DEMONSTRATION OF SLUM CONDITIONS**

- I LAND USE**
- II CONDITION OF  
EXISTING STRUCTURES**
- III AGE OF  
EXISTING STRUCTURES**
- IV LAND COVERAGE**
- V POPULATION DENSITY**
- VI TENANT DATA**
  - 1 FAMILY COMPOSITION IN  
RELATION TO SIZE OF  
DWELLING UNIT**
  - 2 FAMILY INCOME IN RELATION  
TO RENTALS**
  - 3 RENTALS**
  - 4 TYPES OF DWELLING UNITS**
  - 5 HEATING AND SANITARY  
FACILITIES**

# LAND USE

The project site is a mixed area of old and new law tenements, various commercial and automotive uses, and vacant land. The amounts of these uses are as follows:

	% of Number of Buildings	% of Land Area
Residential	39.2 %	26.3 %
Non-residential	28.0 %	51.2 %
Vacant Land	32.8 %	22.5 %
	<u>100.0 %</u>	<u>100.0 %</u>

As indicated by the above statistics, the amount of residential property previously existing has been diminished in the last decade by the demolition of condemned residential buildings which were no longer economically feasible of conversion to comply with building laws. As evidenced by a study of Department of Housing and Buildings' records, many of the commercial properties have been built on land previously occupied by residential buildings. This conversion to commercial use occurred generally in the period from 1920 to 1939. These uses are trucking fleet garage, gas stations, automotive storage, repair and laundry facilities, machine shop, wholesale butcher, bakery, warehouse and lofts, bottling company, converted dwellings used as lofts, clothing manufacturer and miscellaneous non - consumer goods stores and ground floor offices.

The zoning districts created in 1939 eliminated the commercial growth within the major portions of the

site. Almost all of the commercial buildings are at present non-complying structures built previous to the present zoning law.

The Consolidated Edison survey published in 1945 shows that the consumer goods and services establishments for the area bounded by FDR Drive, Delancey Street, Willett Street and Scammel Street are as follows: food stores, eating places, wearing apparel, general merchandise, home furnishings and drug stores.

The general project area is well advanced along the road to rehabilitation. The major impetus to development has been the construction of FDR Drive and the excellent recreation facilities of the East River Park. The New York City Housing Authority has built or is building three projects in the immediate vicinity: the existing Vladeck Houses, Baruch Houses, and Madison Houses. Hillman Houses to the west of the site when completed will remove all the slum properties within the area bounded by the Williamsburgh Bridge, Lewis Street, Willett Street and Grand Street. All of the area south of Broome Street to Grand Street will be new housing, while north of Broome Street the area will be occupied by the reconstructed and expanded Bernard Downing Park, by a parking garage for Hillman Houses, by P.S. 110 and the playground adjoining it.

In this way, the proposed project will complete the process of creating new, desirable and stable land use for the entire area.









# CONDITION OF EXISTING STRUCTURES

The condition of residential structures as shown graphically on the facing page was established from observation and the present tenants' point of view obtained in field interviews.

The existing structures have been rated as follows:

**Excellent** — New or recently renovated. Maintained in spotless condition and good repair.

**Well-Kept** — Older buildings in clean condition requiring no major repairs or painting.

**Fair** — Moderately clean and tidy but requiring some painting and repairs.

**Run-Down** — Requiring drastic restoration to be brought into decent shape. Such a building might have deteriorated to the stage of being an object for demolition.

It should be emphasized that conditions were noted from the tenants' point of view. These tenants are accustomed to paying the prevailing rents and living under conditions existing on the sites surveyed. When the term "fair" is used it applies only to a condition of maintenance which is "moderately

clean and tidy and perhaps requiring some painting and repairs." However, the properties are almost all ancient, poorly lighted, badly laid out, inadequately ventilated, unhealthful; in a word — **SLUMS**. For the purposes of the tenant relocation survey which gave effect to the criteria for comparable accommodations we were only concerned with an examination of the problem from the tenants' level as such.

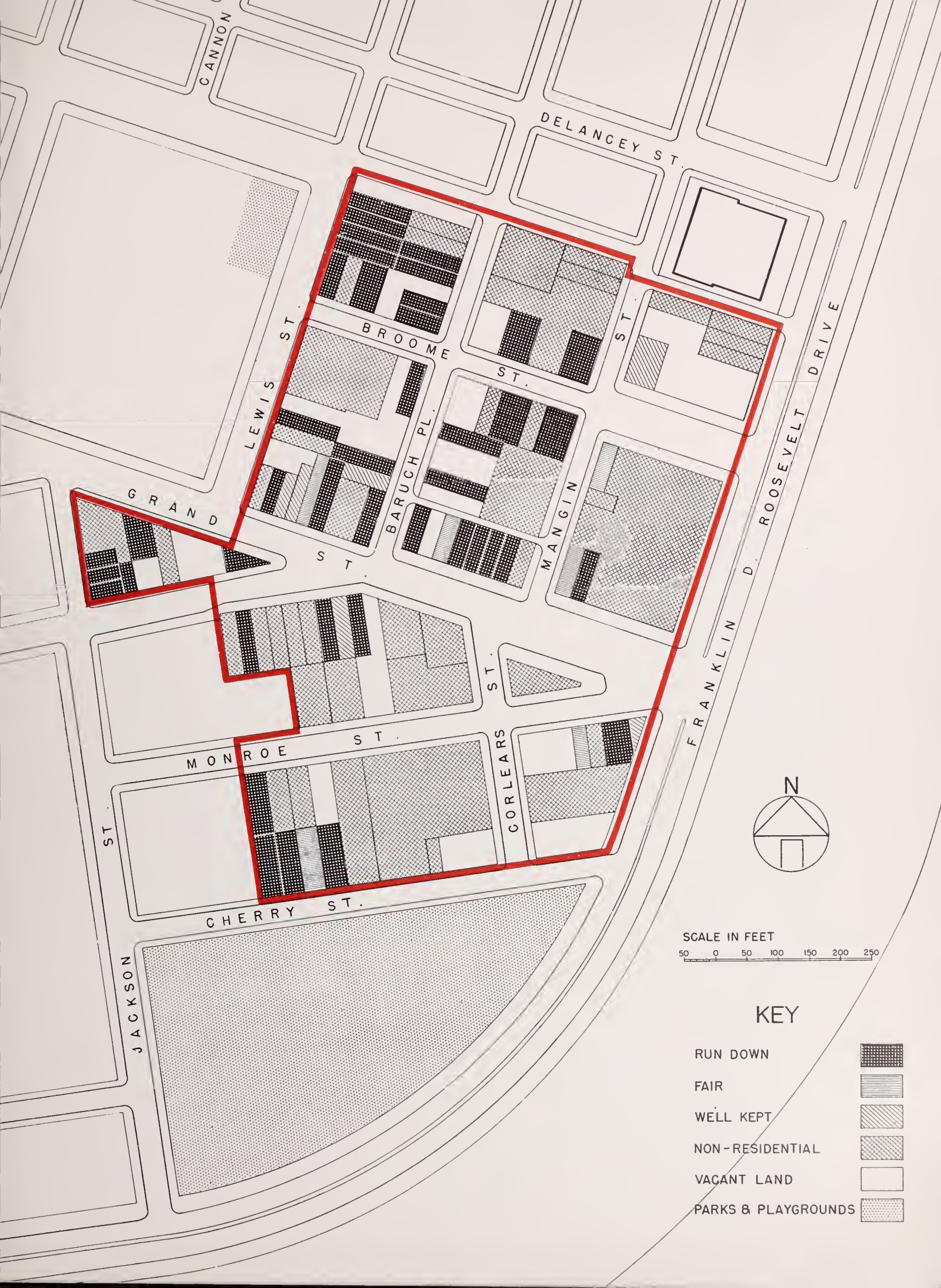
The estimates of condition of buildings determined from the tenants' viewpoint closely parallel data obtained from the U. S. Census of 1940. According to the Census, 44% of the dwelling units in the general area of Corlears Hook were in need of major repairs. Allowing for the deterioration since 1940, the tenants' estimate of 76% of buildings which are "run down" seems very realistic.

Summarizing the data on the following map, the percentages of residential buildings in each category are as follows:

Well-Kept	11.3%
Fair	12.5%
Run-Down	76.2%











# AGE OF EXISTING STRUCTURES

The data on age of buildings was obtained from the records of the Department of Housing and Buildings. These records in most cases gave the exact date of construction of the building, but in the remaining cases the earliest date of record was shown, and from this and by comparison with adjoining buildings an estimate of the date of construction was made.

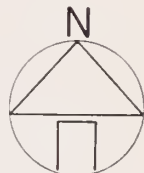
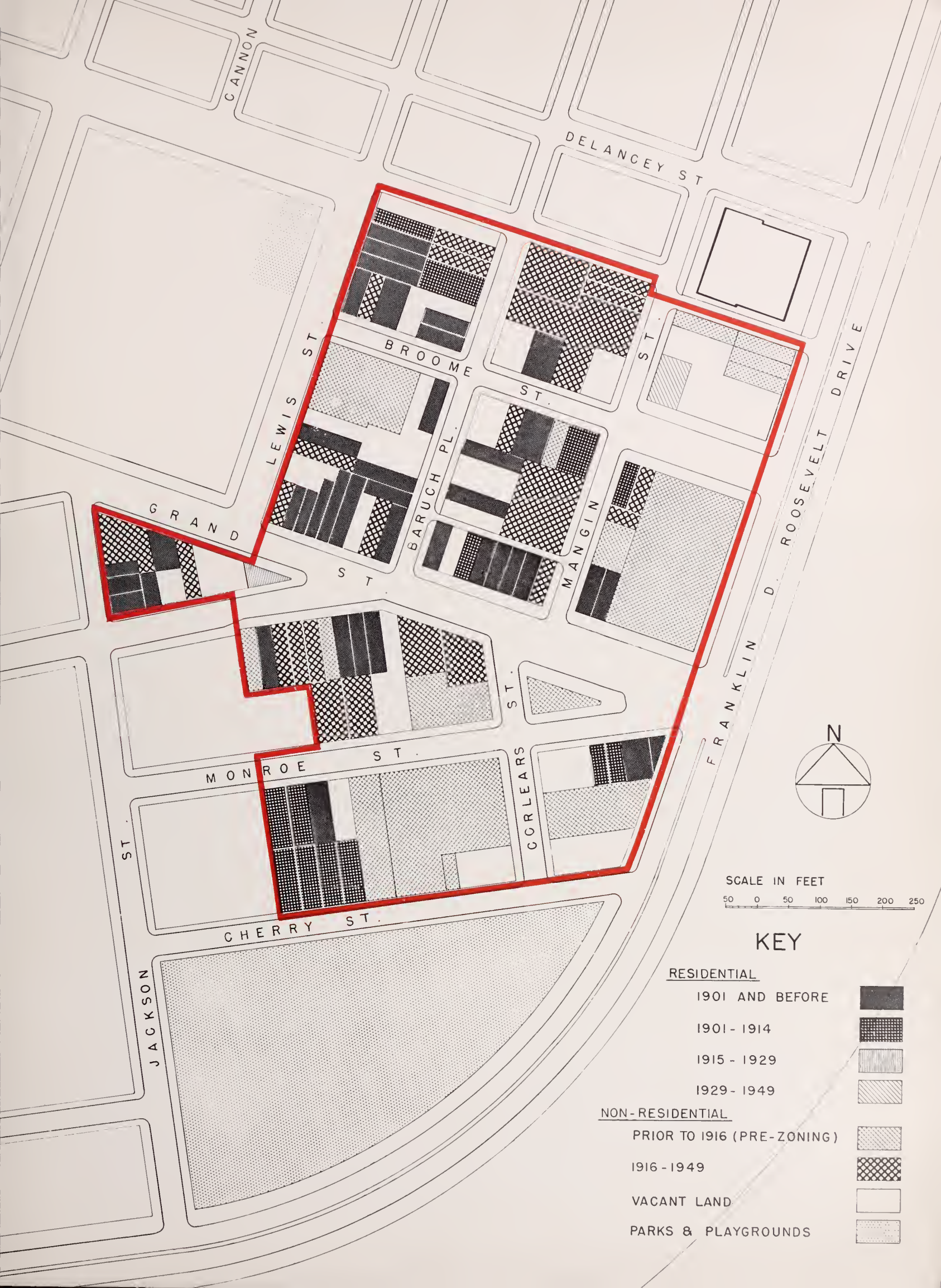
76.2% of the existing residential structures were constructed prior to 1901, while 21.8% were constructed from 1901 to 1914. Only 2% were built after 1914. 48.5% of the existing non-residential buildings were built before 1916, while 51.5% were

built since 1916.

The residential buildings built prior to 1914 are Old Law and New Law (Tenement) buildings. The Tenement Laws allowed maximum coverage, very narrow courts and light shafts, and shallow rear yards. The typical tenement plan of that period is the notorious "dumbbell" railroad flat. The Zoning Resolution of 1916 established limits on land coverage, minimum sizes of yards and courts, and set maximum heights, while the Multiple Dwelling Law of 1929 further restricted the bulk and heights of buildings containing more than two dwelling units.







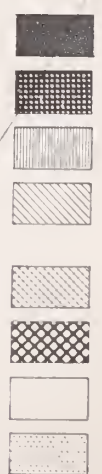
KEY

RESIDENTIAL

- 1901 AND BEFORE
- 1901 - 1914
- 1915 - 1929
- 1929 - 1949

NON-RESIDENTIAL

- PRIOR TO 1916 (PRE-ZONING)
- 1916 - 1949
- VACANT LAND
- PARKS & PLAYGROUNDS





## IV LAND COVERAGE

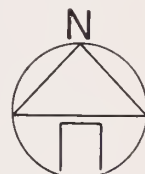
The accompanying map indicates the land coverage of existing structures at the ground floor level. While this does not give a completely true picture of the conditions of light and air, it should be noted that only a few structures are one-story high.

The property subdivisions on the map are the individual properties obtained from the Site Acquisition Appraisal. This listing in the appraisal is taken from the Tax Department records.

The percentage of average land coverage of ground floor level within the property lines is 71.9%. This relatively low figure is not a true picture of dense coverage in that it includes the vacant lots which were created generally by demolition of slum property condemned by the Department of Housing and Buildings, or abandoned by tax delinquent owners and razed by the City. When the vacant lots are excluded, the average land coverage at ground floor level is 90.6%, a figure which gives a more nearly true picture of land coverage.







SCALE IN FEET  
50 0 50 100 150 200 250





## POPULATION DENSITY

The estimated existing population density shown on the accompanying map is based on net residential acreage. It is computed by totaling the residential acreage per block and dividing this acreage into the estimated number of persons per block. The latter figure was obtained by dividing the total number of dwelling units on the site into the total estimated site population to obtain estimated average number of persons per dwelling unit and then multiplying this figure by the number of dwelling units per block. The resultant densities range from 362 to over 800 persons per residential acre.

The proposed development would house an estimated population of 4,438 persons. The resulting density would be 359.4 persons per net housing acre, or 302.7 persons per acre of total redeveloped site area. This density is considered to be reasonable in view of the extremely low land coverage and unusually complete recreational and community facilities within or adjacent to the area. In addition, this density is necessary in order to produce a reasonable return on capital invested in the project.

The density of surrounding projects is as follows:

Baruch Houses (estimated)

Vladeck Houses 372

The fact that there would be an increase over the estimated present population of 2,120 persons is not in itself significant. The redevelopment area contains as much vacant land and twice as much non-residential property as it contains residential property. The vacant land was formerly residential properties condemned as unsafe for human habitation and subsequently demolished. The inclusion of these properties would substantially increase the density of 250 persons per acre (for a portion of the site) as reported in the 1940 Census. It should also be borne in mind that from 1930 to 1940 there was a decrease in population of about 20% throughout the entire lower East Side.

These factors show that the density of the new project would be less than the portions of the area in which people now live, despite the increased population in the total area.









# VI TENANT DATA

The following charts give information relating to the present site population and its accommodations. The data was obtained mainly by field inspections and interviews. The methods used followed those employed by the United States Census Bureau and the New York City Housing Authority, with some adjustment for certain unique conditions of the area. The data was mainly assembled and correlated by Wood, Dolson Co., Inc.

The charts show, in graphic form, the tabular information shown in the Tenant Survey included in the Appendices.

The estimates of family income are based upon a sampling of typical families comprising a cross section of all parts of the site. In addition to the field work, data was obtained from the New York State Rent Commission and the City of New York Department of Housing and Buildings, Tax Department and the Department of Welfare.

With respect to the Corlears Hook site, the exist-

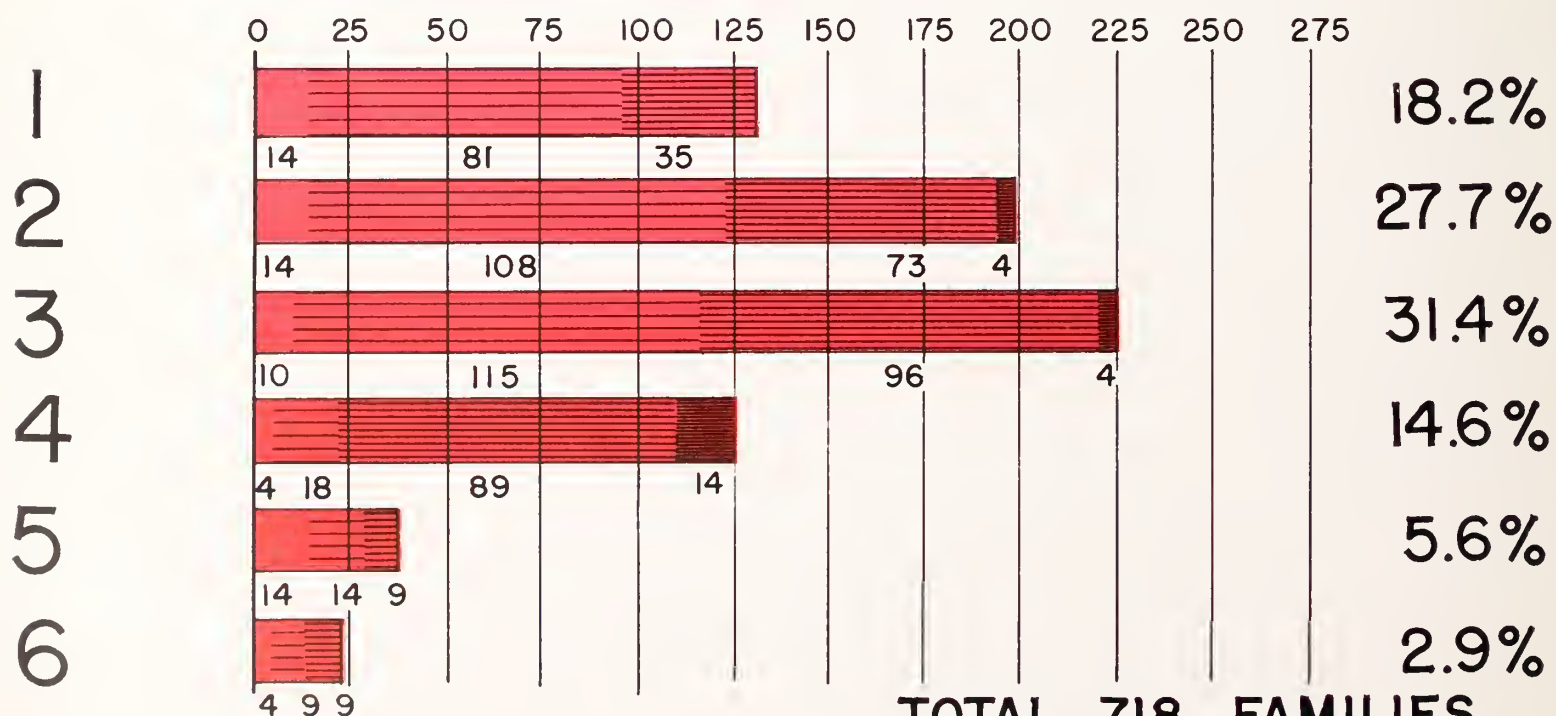
ing residential properties, when measured by some of the standards and assumptions relative to overcrowding, central heat and sanitary facilities and safety, would seem to be fair accommodations. For instance, only 6.7% of the dwelling units have more than 1.5 persons per room; 71.2% of the dwelling units have central heat. However, only 24.6% have complete bathrooms and 69.3% have separate toilets. All occupied dwelling units have outside fire escapes. Moreover, considering that the average rent per dwelling unit is approximately \$19 per month, or about \$6.30 per room, the previously cited statistics can be discounted. Furthermore, 93.8% of the dwelling units are in 5- and 6-story walkup tenements occupying 80% to 90% of their lots. Most of these tenements have four apartments per floor, with kitchens, baths and bedrooms on interior light shafts. Thus it is true that the accommodations are adequate only in a statistical sense.

## FAMILY COMPOSITION IN RELATION TO SIZE OF DWELLING UNIT

NO. OF PERSONS  
PER FAMILY

NO. OF  
FAMILIES

% OF  
TOTAL



TOTAL 718 FAMILIES

KEY TO SIZE OF  
DWELLING UNIT

2RMS. 3RMS. 4RMS. 5RMS. & OVER

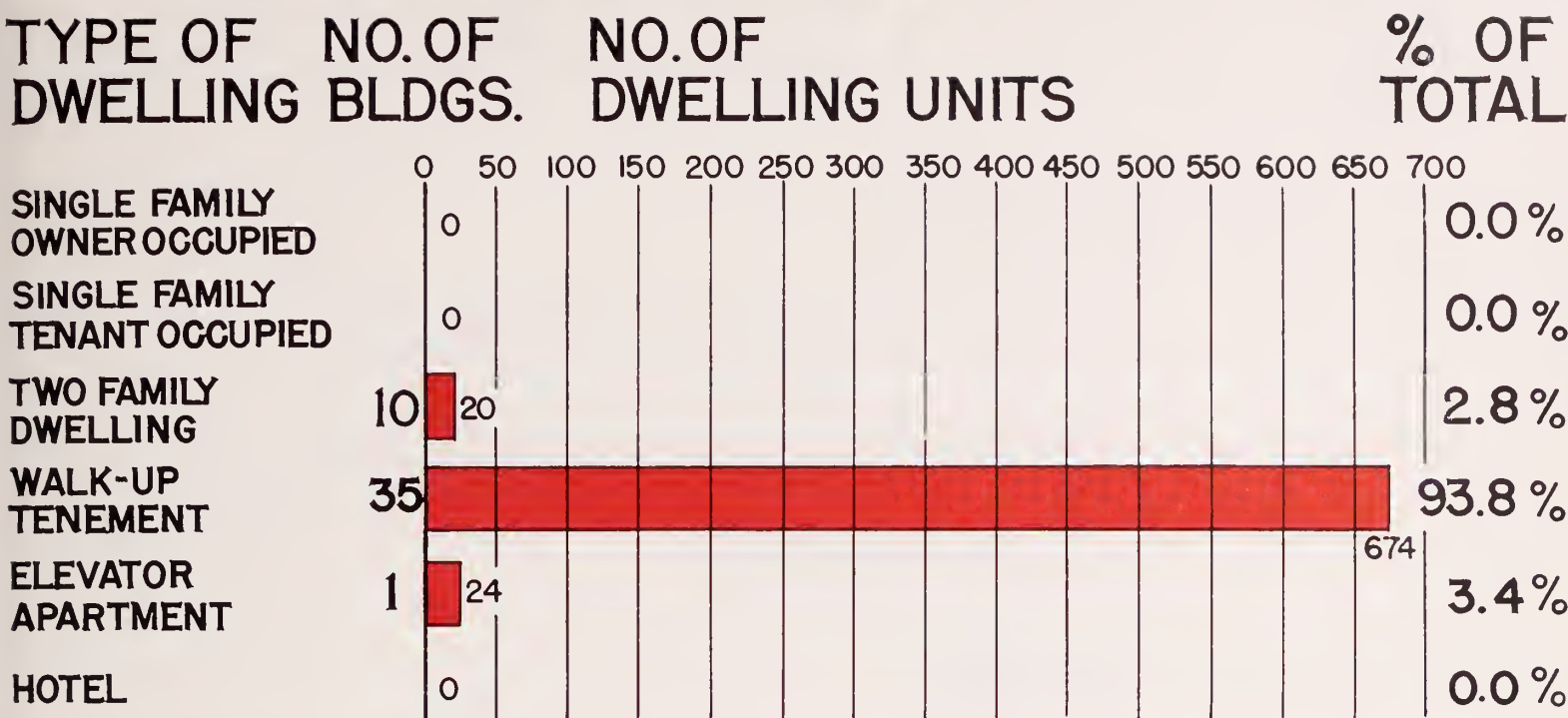


AS SHOWN IN GRAPH ABOVE

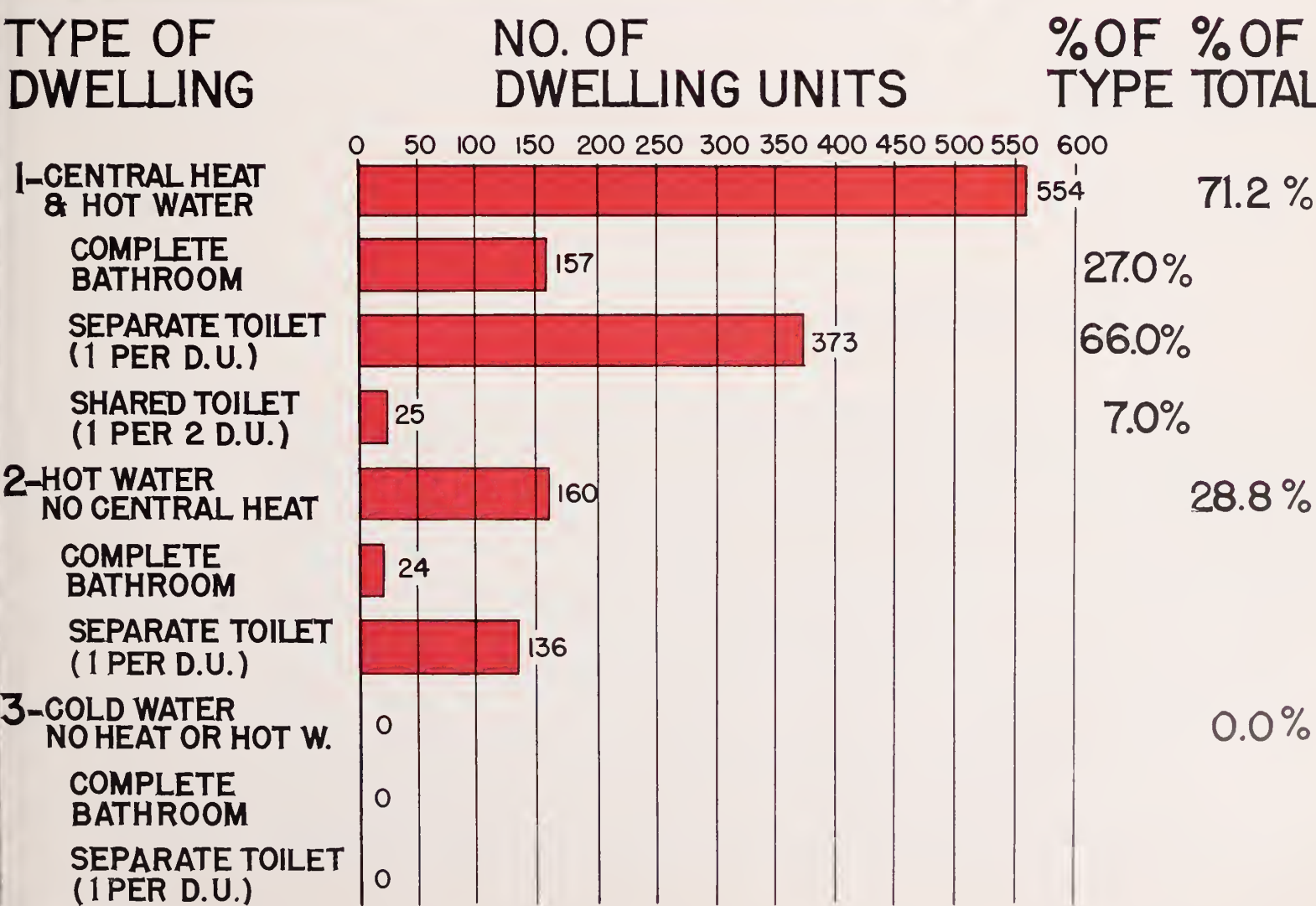
NO. OF D.U. OF GIVEN SIZE IS SHOWN BY NO. BELOW BAR.



# TYPES OF DWELLING UNITS



# HEATING AND SANITARY FACILITIES

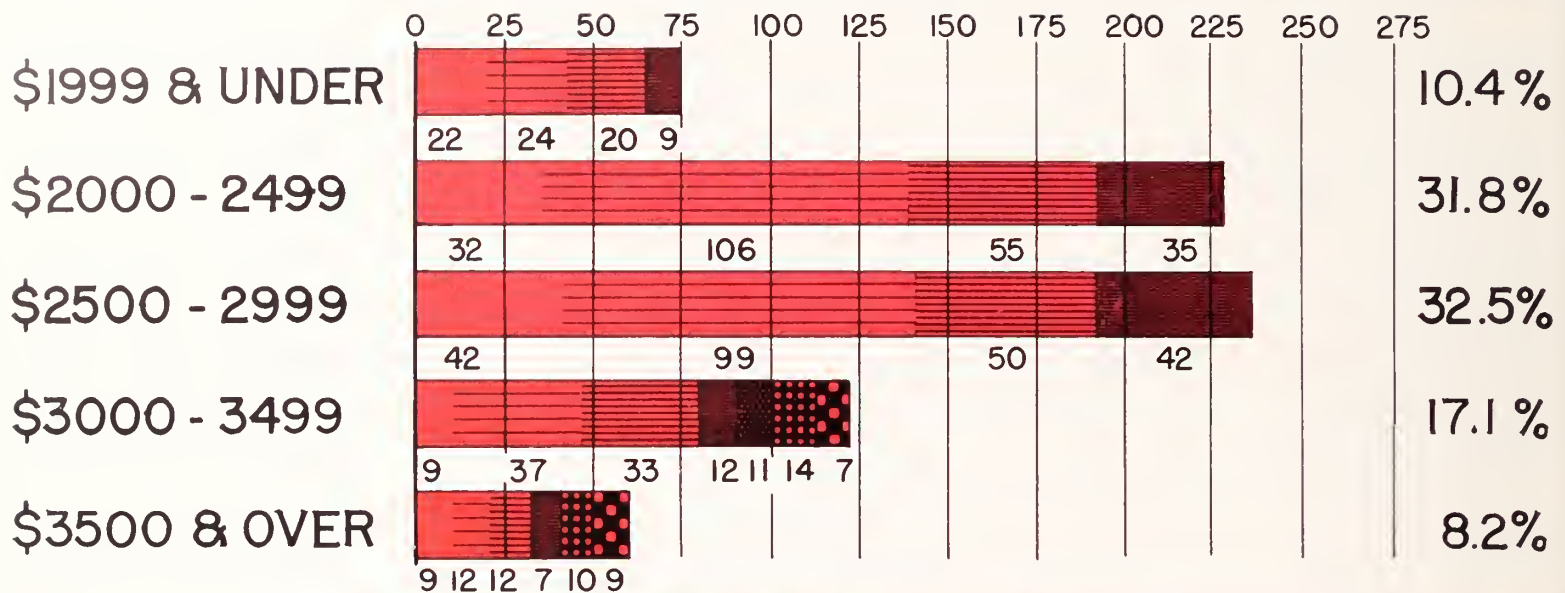


# FAMILY INCOME IN RELATION TO RENTALS

YEARLY  
INCOME

NO. OF  
FAMILIES

% OF  
TOTAL



KEY TO AMOUNT OF  
MONTHLY RENTALS

\$15 & UNDER \$16-20 \$21-25 \$25-30 \$31-40 \$41-50 \$50 & OVER

AS SHOWN IN GRAPH ABOVE

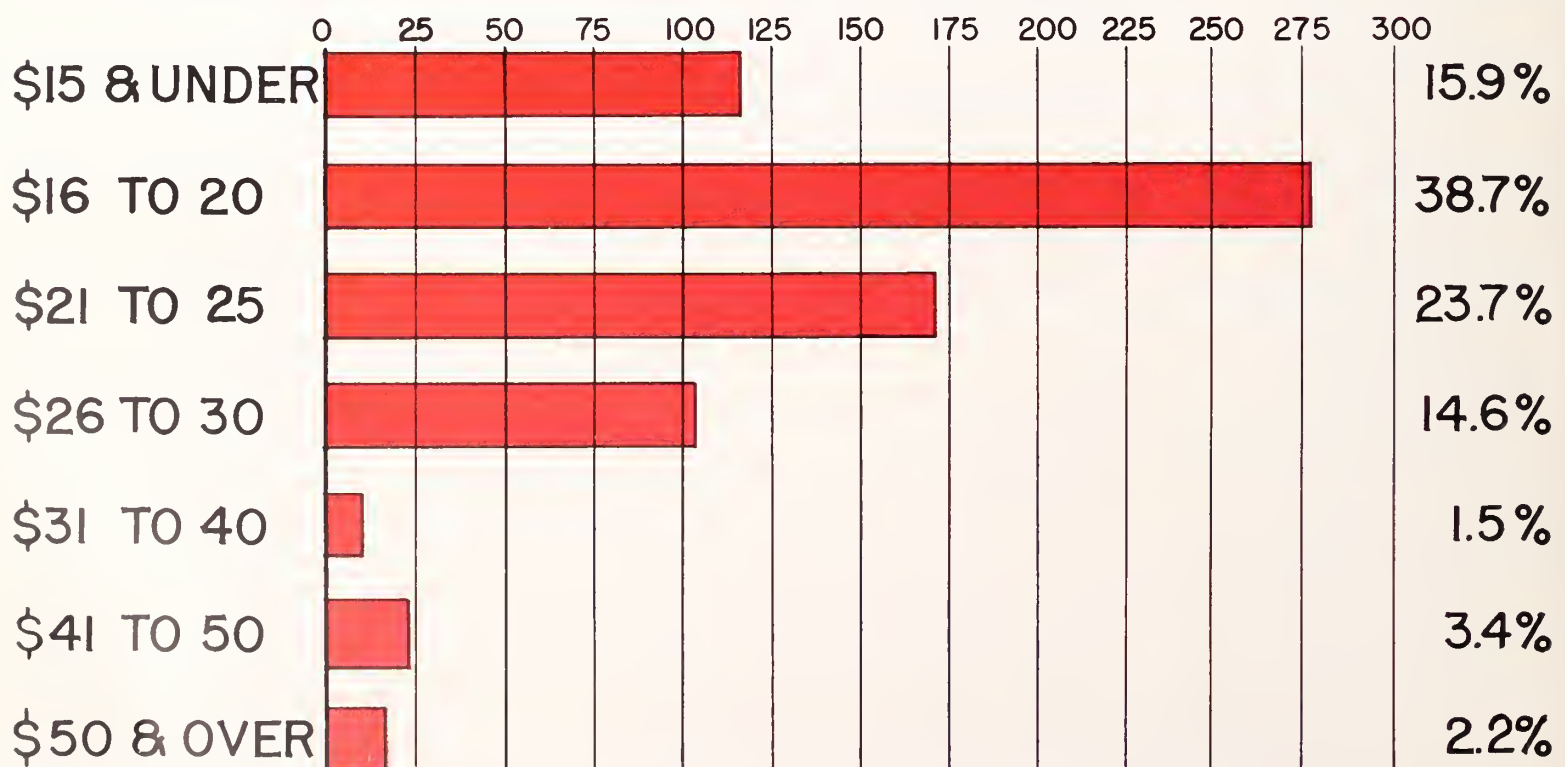
NO. OF APTS. OF GIVEN RENTAL ARE SHOWN BY NOS. OVER BAR

## RENTALS

MONTHLY  
RENTALS

NO. OF  
DWELLING UNITS

% OF  
TOTAL

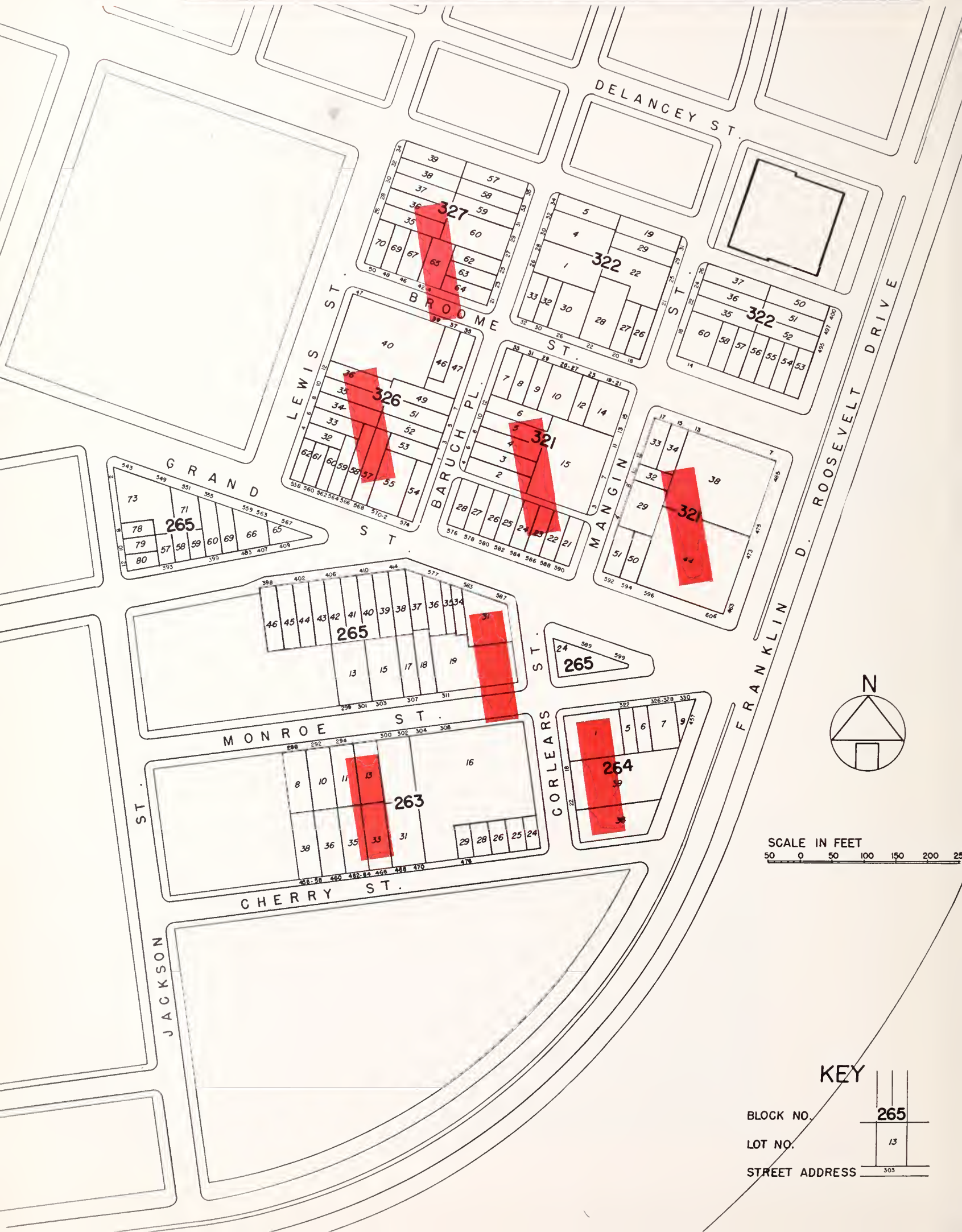




# APPENDICES

- I     BLOCK, LOT &  
      HOUSE NUMBER MAP**
- II    ACQUISITION APPRAISAL**
- III   RESALE APPRAISAL**
- IV   SPONSORS PROPOSAL**

# BLOCK, LOT & HOUSE NUMBER MAP



## KEY

BLOCK NO.

265

LOT NO.

13

STREET ADDRESS

303



# ACQUISITION APPRAISAL

Within the boundaries of this site there are 150 separate parcels of real estate held in private ownership, in addition to two parcels owned by the City of New York. It is estimated that as of this date it would cost \$3,700,000 to acquire that portion of the site in private ownership, in addition to an assessed valuation of \$54,500 on the parcels now owned by the City, or a total of \$3,754,500. On a square foot basis, this works out to a cost of \$7.53 per square foot.

In arriving at this estimate as to the probable cost of acquisition, the realtor was concerned with the method of acquisition, and also took into account all of the many factors affecting the value of the properties under consideration, such as the present use and condition of the improvements on the site, the general neighborhood including transportation, educational, cultural, and religious facilities, prevailing rentals, value as evidenced by recent sales of properties within the site, and decisions of the Court in condemnation proceedings.

As to the method of acquisition, it is considered probable that by far the larger portion of this land will have to be acquired by the City of New York through the exercise of its right of eminent domain. Extensive study of the assemblage of substantial plots within the City during the recent past leads to the conclusion that it is virtually impossible to assemble a site more sizeable than two acres without resorting to condemnation.

No doubt it will be possible to acquire individual parcels within the site through purchase or option at an amount somewhat below the assessed valuation; however, it is impossible to predict how successful such activity will be, or to what extent the savings so effected may be offset by higher awards on the condemned portion than are now foreseen.

## Present Use and Condition of Building on Site:

This site, located in an unrestricted use zone, is presently occupied in large measure for commercial purposes such as garages, lofts, machine shops and gas stations; also, about one third of the site is devoted to residential use, consisting almost entirely of old run-down tenements with stores on the grade floor.

The value in use of these buildings, both commercial and residential, is considerably greater than it would be were it not for the general scarcity of space for these uses. This additional use value is reflected particularly in the old tenements, which continue to yield income, even though in a more normally balanced rental market they would have outlived their usefulness and been demolished.

## General Neighborhood:

Values in this district have been affected by substantial improvement of the surrounding area. To the west of the site, there are three large housing

projects; the Federal and City sponsored Vladeck Houses, and the Amalgamated Dwellings and Hillman Housing developments of the Amalgamated Clothing Workers' Union. These three developments replaced blighted areas similar to the one here under consideration, and have contributed to a stabilization of property values which would be further implemented by the development of this site.

To the north of this site is the Williamsburg Bridge, above which there is an unrestricted section of mixed commercial and industrial use, with some tenements, much like the site under discussion.

To the east, the property fronts on the East River Park and on Franklin D. Roosevelt Drive. To the southeast and south there is a large park and recreation center.

To the southwest there is some commercial use along the Drive.

Transportation facilities at the present time are only fair. The nearest subway stations are at Essex Street and Delancey Street on the B. M. T., and at Essex Street and East Broadway on the Independent Subway. Essex Street is eleven blocks to the west of the westerly boundaries of the site. However, there are several bus lines serving this area, among them the Madison-Chambers Street line terminating at Grand Street and Franklin D. Roosevelt Drive, the Grand Street crosstown line, and the Pitt & Ridge Street line which is a short local bus service; the nearest north-south bus line is the First Avenue line which runs on Allen Street, twelve blocks west of the site.

There is a public school at Madison Street and Jackson Street, and one at Broome Street and Cannon Street. There is a Roman Catholic Church on Cannon Street and an Episcopal Church at Henry Street and Slip Street. There are several Synagogues north of the Delancey Street boundary.

There is a large outdoor recreation center in the area between Franklin D. Roosevelt Drive and the East River, and at Corlears Hook, with tennis courts, handball courts, wading pool, softball diamonds and other playground facilities.

## Prevailing Rentals:

The existing rentals in the neighborhood of this property for apartments in tenement buildings and for stores and lofts in commercial properties, although showing a rather satisfactory yield based upon the depressed value of these old buildings, would nevertheless be insufficient to return a reasonable profit upon the reconstruction value of the various structures. In other words, the rentals are on a very low level which reflects a satisfactory yield for sub-normal properties. This unique condition is one of the factors preventing the elimination of slums by the investment of private capital without the intervention of the municipality charged with the well being of its citizens.

### Value as Evidenced by Sales:

A search of recorded conveyances revealed that between January 1, 1947 and June 30, 1950, there were thirty five bona fide sales of properties within the boundaries of this site in addition to two foreclosures of mortgages and one deed surrendered in lieu of foreclosure. These sales were analyzed in detail and revealed the following indications of value: The sales were made at considerations averaging 85% of the assessed valuation at the time of conveyance, and 78% of the 1950/51 assessed valuation of properties conveyed.

There was a total area of 107,609 square feet involved in these sales; the total consideration applicable to land was \$208,100 showing an average land price of \$2.12 per square foot. It might be well at this point to explain the method used in deciding what proportion of the consideration was attributable to land value. The consideration was allocated to land and building in the ratio existing between the land and building assessments at the time of the sales. While it may be argued that this method of analysis presumes too heavily upon the correctness of the assessed valuation, there is no other objective approach to a proration of the consideration. It would be fallacious for the appraiser to estimate the replacement cost of the building and deduct it from the total consideration, thereby finding a residual land value, since (a) the building may well be worth substantially more or less than its replacement cost, from an economic standpoint, and (b) the appraiser cannot project himself into the minds of both parties to each transaction in order to ascertain the opinion of the parties as to the relative worth of land and building in establishing the consideration to be paid by the buyer and accepted by the seller.

In a further study designed to determine the extent, nature, and trend of the market, the following figures were disclosed: The sales covered 22% of the area of the site, and 21% of the 1950/51 assessed valuation of the site. The 35 sales covered 36 tax lots; there are 150 privately owned tax lots in the site, therefore the market covered 24% of the total number of tax lots in the site.

The distribution of sales with respect to type of improvement was as follows:

Type of Improvement	No. of Sales	% of Total
Residential, no stores	4	11.4
Residential, stores on grade	18	51.5
Unimproved plots	9	25.7
Commercial properties	4	11.4
	35	100.0%

In 1947 there were 14 transactions averaging 76% of assessment; in 1948 there were 12 trans-

actions averaging 93% of assessment; in 1949 there were 9 transactions averaging 82% of assessment; in 1950 there were no transactions to date; a total of 35 transactions averaging 85% of assessment.

### Decisions in Condemnation Proceedings:

Since it is deemed probable that virtually all of the land for the proposed development will have to be acquired through condemnation, particular study was made of the relationship between awards made by the New York State Supreme Court in the First Judicial District and the assessed valuation of properties condemned in the recent past. The appraiser consulted with members of the Corporation Counsel's staff, and studied the awards made in condemnation proceedings for the acquisition of land for public use, both for housing and other purposes, such as street widening, and for the acquisition of land to be resold to private investors for use in the public interest in the creation of new housing.

Statistical data in connection with the most pertinent of these awards have been made available to the Committee. It is sufficient to note here that during the past decade such awards have ranged from 83% of the assessed valuation to 128%, and that since the general improvement in the real estate market in 1947, in no instance have awards been lower than the assessed valuation.

### Assessed Valuation:

In connection with this site, detailed studies were made of the assessed valuation of each tax lot for the tax years 1949/50 and 1950/51. A brief summary of the 1950/51 assessed valuations involved follows:—

	No.	Land	Building	Total
Unimproved Lots:				
Private				
Ownership	45	\$ 20,500	-----	\$ 20,500
N.Y. City Owned	1	19,500	-----	19,500
	46	\$ 40,000	-----	\$ 40,000
Improved Properties:				
Private				
Ownership	105	\$1,325,600	\$1,854,000	\$3,179,600
N.Y. City Owned	1	5,000	30,000	35,000
	106	\$1,330,600	\$1,884,000	\$3,214,600
Totals for Site:				
Private				
Ownership	150	\$1,346,100	\$1,854,000	\$3,200,100
N.Y. City Owned	2	24,500	30,000	54,500
	152	\$1,370,600	\$1,884,000	\$3,254,600

Detailed studies upon which we have based our opinion as to the probable cost of acquisition of this site, and from which the foregoing information has been abstracted, have been made available to the Committee.

CHARLES F. NOYES COMPANY, Inc.  
George A. Hammer  
Vice President





# RESALE APPRAISAL

After a careful study of all factors affecting the value of the land in this site for the proposed redevelopment, we have come to the conclusion that the over-all reuse value of the land as if cleared, is \$4.00 per square foot, or \$174,240 per acre. Since the area to be developed consists of 558,570 square feet, the total resale value as if cleared would be \$2,234,280. It should be borne in mind that since it is intended to sell this site encumbered with the present improvements, it will be necessary to apply a discount to the above value in order to compensate the purchaser for the attendant cost of obtaining possession from the present occupants of the buildings, and for the cost of demolition. It has been estimated that the resale value of the land in its present condition would amount to \$1,699,759 or approximately \$3.04 per square foot.

It has been planned by the Committee to develop an area of approximately 12.8 acres as a housing project with a two-fold purpose:—

- 1 The elimination of a slum area.
- 2 The alleviation of the shortage of residential space in the middle income brackets within the Borough of Manhattan in the City of New York.

We, as realtors, have been asked to exercise our judgment as to (a) the suitability of this area for housing of the desired type, (b) the economic feasibility of such an undertaking and (c) the price which could be realized by the City of New York for the site if offered at public auction to private investors after its acquisition by the Committee through the use of its right of eminent domain.

Before reaching a conclusion in relation to the above points, we made a careful survey of the site and its surrounding neighborhood. The results of this survey as to the site and the surrounding neighborhood have been incorporated in our report to the Committee relative to the probable acquisition cost of the property. Another factor to which we gave considerable study before reaching our conclusions was the present market value of the land as used today, through an analysis of all sales of property within the site occurring since January 1, 1947. The data relating to these sales was also fully discussed in our report concerning acquisition cost, and it would seem unnecessary to develop the point further herein.

Additional factors considered before reaching our final conclusions included a study of the cost attendant to the construction of the project, the rentals which could be obtained upon completion of the improvement, the expenses attendant to the operation of the completed structures, and the yield that could reasonably be anticipated by a private investor on the over-all investment, and the potential value inherent in this land for the projected use.

## Construction Costs:

Estimates as to the cost of constructing the pro-

posed buildings, including all professional fees, as well as the cost of landscaping and site improvements, were supplied to us by the architects for the project. To these figures were added allowances for costs involved in the completion of the projected buildings, such as interest on land and on capital invested in the building during construction, real estate taxes on land (based on the present assessed valuation of the land) and finance, legal and organization expenses involved in a project of this size. This latter item includes inspection and examination fees, and title and recording charges.

## Rental Values:

In connection with the estimation of the rental value of the projected apartments, intensive study was made of the prevailing rentals in other large apartment developments both within the Borough of Manhattan and in the New York metropolitan area generally. Particular attention was given to rentals in new buildings which are not subject to rent controls. Within Manhattan, almost all new apartment construction, other than subsidized and tax exempt housing is in the luxury class, with very few rentals at less than \$50 per room per month, and a large number of rentals ranging up to \$100 per room per month. However, in suburban New York, there are a large number of apartments renting at between \$30 and \$40 per room.

The apartments within the projected development for this site can be rented very readily for \$30 per room per month. In fact, on the present rental market, they could undoubtedly be rented at higher rates. However, since one of the objectives of the Committee is to provide housing at the lowest possible rental consistent with sound financial planning, and since the approach to value through the capitalization of a stream of income presumes the continuance of that income on a reasonably steady plane, we have used this minimum rental of \$30 per room per month as a basis for our calculations as to the capitalized value of this projected development.

It was also necessary to determine the rental value of certain other space in the projected buildings, including stores, garage space, and parking facilities.

The rental values of this commercial space were established after a consideration of all pertinent factors such as the nature of the space, the market for such space created by the projected housing and, rental value of similar space in the vicinity. After due consideration, it is our opinion that the proposed store space can be rented for 40c per square foot for basement space, \$2.00 per square foot for space on the grade floor and \$1.00 per square foot for second floor space, or an average for the store building of approximately \$1.15 per square foot. The garages and parking space have been esti-

mated to have a rental value of \$15 per month per car for self-service parking in the garage and of \$10 per month per car in the parking space.

#### Operating Expenses:

We estimate that the proposed improvement for this site could be operated at a cost of approximately \$100 per room per annum by a private investor. This figure is based on current rates for labor, materials and utilities and includes the following items:

Payroll, Payroll Taxes, Fuel, Water, Insurance, Repairs, Gas and Electricity including tenants' consumption, Painting and Decorating, Reserve for Replacements, Supplies, Management and Brokerage, and Miscellaneous Expenses. Payroll estimates are predicated on the use of automatic rather than manually-controlled elevators.

The figure of \$100 per room does not include real estate taxes or amortization of the investment, which have received consideration in the projection of the net return applicable to the proposed development.

This estimate was made after extensive study as to the cost of operating somewhat comparable buildings in the recent past, including a number of large projects within the City operated by such investors as insurance companies.

#### Anticipated Yield:

Based on the foregoing estimates of rental value and operating costs and computing real estate taxes on the basis of a reasonable approximation of the assessable value of the proposed project, the estimated net return on a free and clear basis shows a yield of approximately 7% on the total investment involved. We believe that this represents an adequate return on an investment of this character. Since it will probably be possible for a potential investor to secure a substantial mortgage at considerably lower interest than 7%, the percentage of return on the equity would be proportionately higher than 7%.

#### Projected Use:

We consider this site to be a proper location for a moderate rental housing development. It is adjacent to a large public park and recreation center, faces the East River, and is near Vladeck Houses,

Amalgamated Dwellings, and the Hillman Housing project. The other large housing developments along this section of the Drive, including Governor Smith Houses, Jacob Riis Houses, and Lillian Wald Houses, all cater to tenants in the lower income brackets through the medium of subsidized housing. There is a pent-up demand for the medium priced housing contemplated in the venture now under consideration.

The land if so developed will have a greater value as if unimproved than sales in the area would now indicate. Such development would tend to stabilize value at a higher level than could be maintained if the existing old buildings were left remaining on the plot.

#### Comparative Approach to Value:

Another type of appraisal procedure usually applied in determining the valuation of land is the comparative method, through which analogies are drawn between the assets and benefits inherent in the site being appraised and those found in similar sites suitable for the same purpose and offered concurrently for sale or lease.

This method of appraisal could not be applied in this manner in the instant case due to the fact that no similar assemblage of land, presently improved with sub-standard housing, is to be found on Manhattan Island, which is susceptible to private negotiation as distinguished from acquisition through the use of the right of eminent domain.

It was possible, however, to ascertain the acquisition cost of other housing projects, both private and public, and to compare the assets and benefits of those sites (as to their relative location, transportation facilities, neighborhood conditions, and desirability) with those of the subject site.

In order to establish a value on this site for resale purposes, at a level consistent with its market value for the use envisioned by the Committee on Slum Clearance, the comparative method was applied to this extent. In the application thereof, the records and statistics of many private and public projects were studied and analyzed to determine (a) acquisition cost, (b) construction cost, (c) operating expenses incurred, (d) rentals obtained, and (e) the resultant monetary yield.

All of the foregoing study is reflected in the resale value which we have placed upon this site.

CHARLES F. NOYES CO., INC.  
George A. Hammer,  
Vice President



# IV

## SPONSORS PROPOSAL

This Development is the proposed extension to the existing Cooperative Apartments on Grand Street, New York City, owned and operated by Amalgamated Dwellings and Hillman Housing Corporation.

The requirements established by permanent Tenant-Owner occupancy and our experience with Co-operative Housing in this City for the past 25 years indicate that the layout of apartments and the percentage of unit types shown fully meet the present accepted standards of that group's middle income bracket family.

Economy of construction without sacrifice to apartment layout is, of course, a primary objective. It is achieved through this form of plan by utilizing the minimum service area — public halls, stairs, elevators and incinerators — for apartments served. Elevators (two in each bank) stop on alternate floors, thus saving the cost of half of the door assemblies, while at the same time doubling the speed of the elevator service, and yet providing service of one elevator for each floor. Wherever possible, the kitchens are adjacent to the bathrooms, or bathroom to bathroom, thereby effecting economies in the use of plumbing lines.

This general scheme provides effective cross ventilation, privacy in each apartment, and kitchens and dining alcoves of proper size and arrangement for efficient use. It also provides windows to the outer air for kitchens and bathrooms, affording a cheerful atmosphere for living and working.

Limitations of land coverage necessitate the planning of 20-story buildings to attain an economic rental.

### STATISTICS

#### Four — 20-story Buildings

Area of Land:	502,300 sq. ft.
Area of Buildings:	81,400 sq. ft.
Coverage:	16%
Gross Building Area per Room:	283 sq. ft.
Perimeter per Room:	13.9'
Total Apartments:	1,600
Total Rooms:	6,560
Total Car Parking:	621
Average Area of Living Room:	221.66 sq. ft.
Average Area of First Bedroom:	175.0 sq. ft.
Average Area of Second Bedroom:	159.25 sq. ft.
Average Area of Third Bedroom:	121.0 sq. ft.
Average Area of Kitchens (including Dining Space):	121.0 sq. ft.

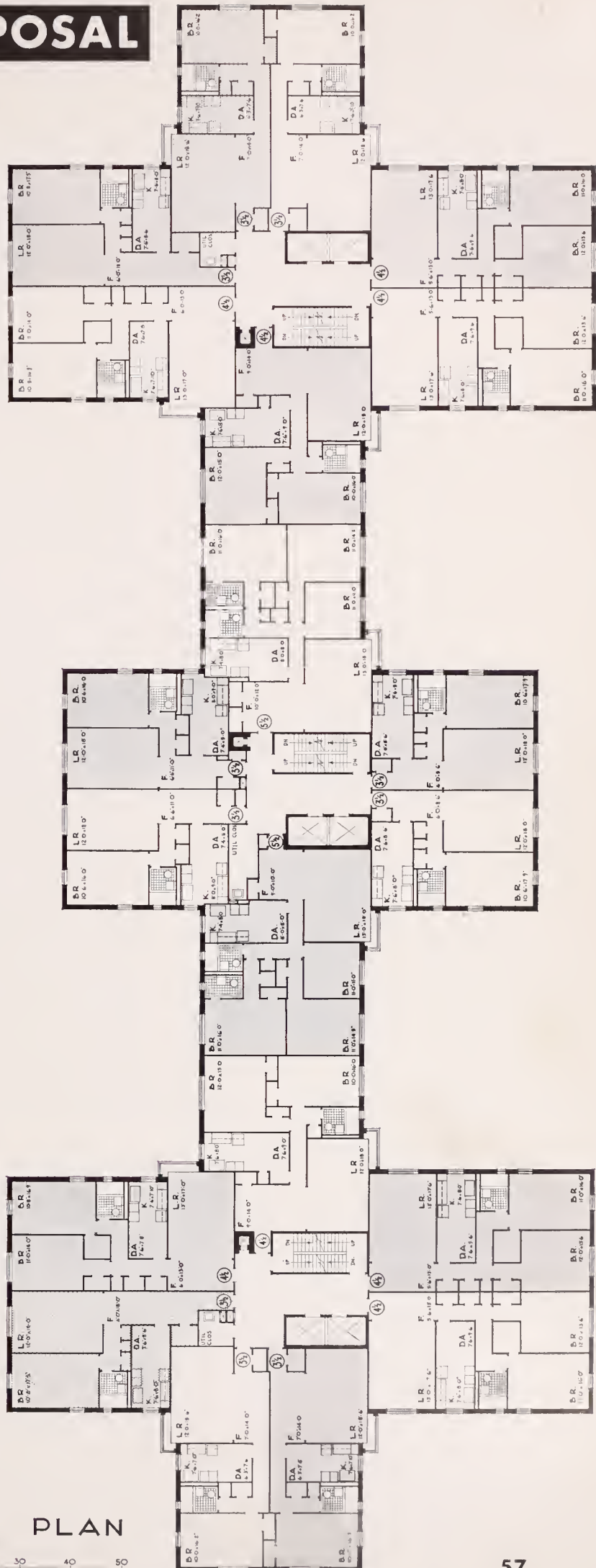
#### Schedule of Apartments

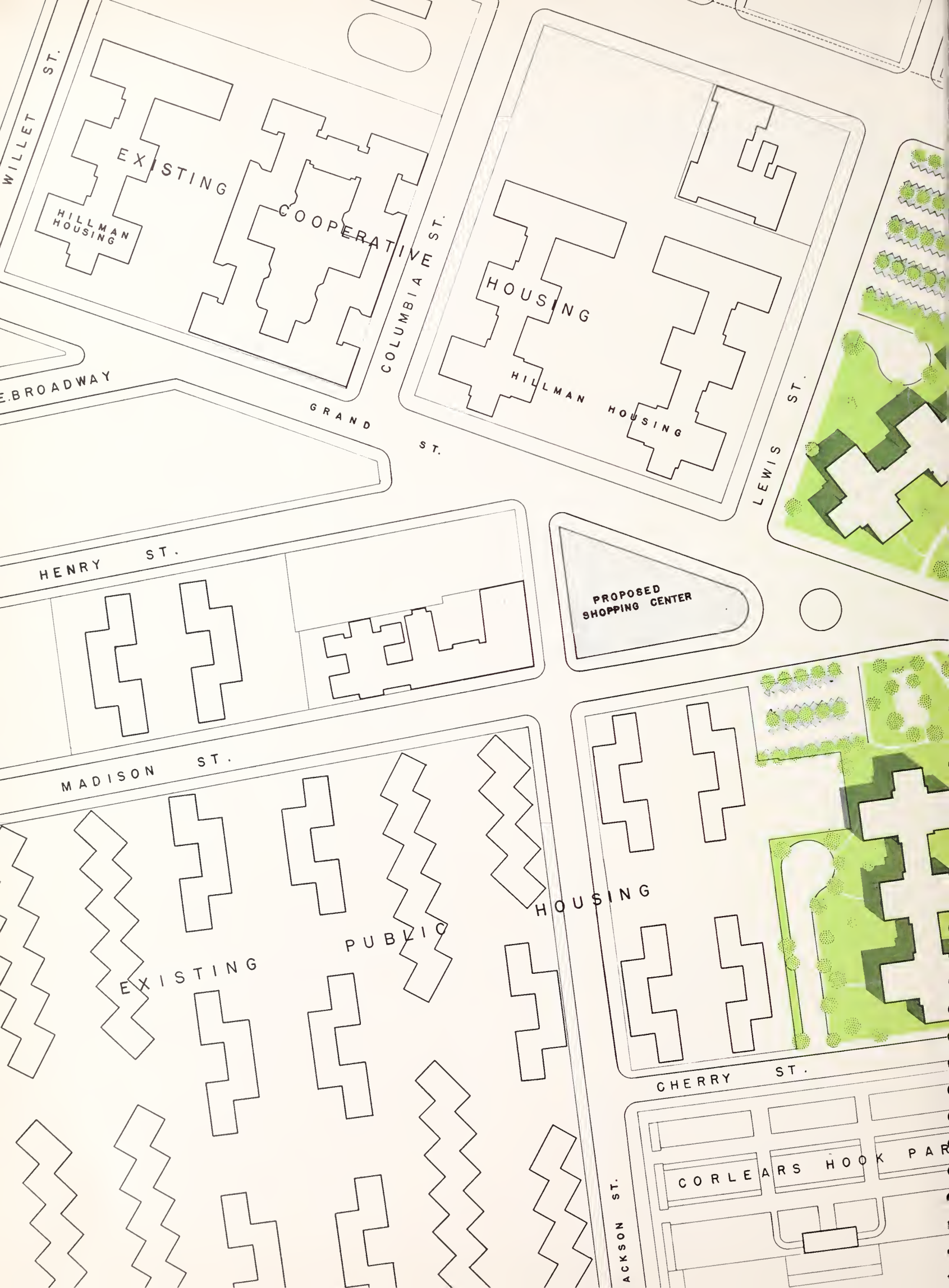
##### (Typical Floor)

50%	— 10 — 3½'s — 35 rooms
40%	— 8 — 4½'s — 36 rooms
10%	— 2 — 5½'s — 11 rooms
100%	— 20 apts. — 82 rooms

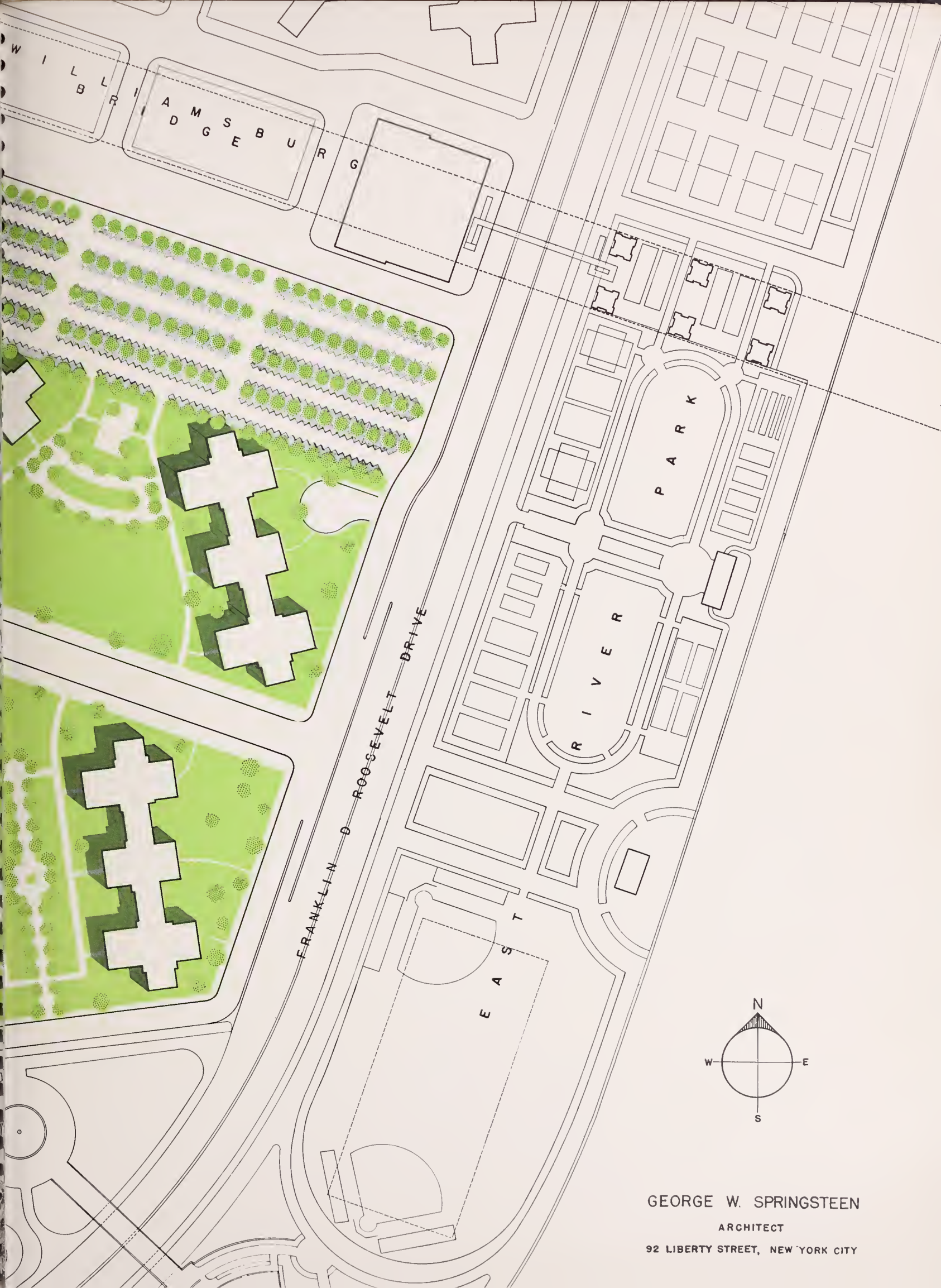
### TYPICAL FLOOR PLAN

SCALE IN FEET 0 10 20 30 40 50









GEORGE W. SPRINGSTEEN

ARCHITECT

92 LIBERTY STREET, NEW YORK CITY





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